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ABSTRACT

This volume contains 169 abstracts of documents dealing with youth and educational programs for youth. Included in the volume are 97 abstracts of documents dealing with social and educational developments; 56 abstracts of program reports, reviews, and evaluations; and 16 abstracts of program materials. Abstracts are grouped according to the following subject areas: Aborigines; alternative learning; Australians; disabled; drugs; education; employers; employment; evaluation; family; females; higher education; income support; international comparisons; local and regional programming; migrants; programs (including benefits and allowances, educational, labor market, apprenticeship, cooperative, job creation, traineeship, affirmative action, community-based, wage subsidy, housing and accommodation, and volunteer programs); rural education: schools and schooling; social welfare; taxation; technical and further education (TAFE); technology; trade unions; unemployment; work; young people; youth employment; youth policies; and youth employment. Each citation includes complete bibliographic data for the given document and an abstract. Subject and author indexes are provided. (MN)

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Produced by D.S. Anderson and C. Blakers

National Clearinghouse for Youth Studies
Department of Sociology
Research School of Social Sciences
Australian National University
G.P.O. Box 4
Canberra, A.C.T. 2601 Australia

Telephone: [062] 49 4162

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ABOUT THE ABSTRACTS

Given the size of this issue of the Abstracts, there is no need to labour the point that the area of Youth Studies continues to generate interest and material. We want to thank all those who responded to our May request for information on a range of issues affecting young people; and to repeat the request now for further information on any research, policy, program or activity which could be of interest to other readers. We particularly lack information on Aborigines, ethnic minorities, rural issues and the disabled. We would also be glad to add to our scant materials on law, health, crime and accommodation as these affect young people.

The Abstracts in this issue concentrate on labour markets, unemployment, youth policies and issues. They are arranged in three categories, each prefixed by 85 to indicate this year:

Section 85/AB: Social and Educational Developments: Policy, Analysis, Research
Section 85/C : Programs, Reviews, Evaluation
Section 85/D : Program Materials

Within each category the Abstracts are numbered sequentially, each issue in 1985 continuing the numbering from the previous issue. Research in progress is distinguished by # alongside the number.

In each section, the Abstracts are arranged in clusters according to prime subject matter. This makes it possible for readers to compare differing views and approaches to particular topics. A list of the topics covered is given at the front of the booklet.

Subject and author indexes for 1985 continue in this issue. More detailed information about any of the topics or publications can be obtained from the Clearinghouse, but copies of the publications themselves must be sought from the authors, institutions or publishers. It is hoped that the citations give sufficient information to make this access to publications possible.

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SECTION 85/AB

SOCIAL AND EDUCATIONAL DEVELOPMENTS

Policy, Analysis, Research

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AUSTRALIA. AUSTRALIAN NATIONAL UNIVERSITY. 85/AB: 101
RESEARCH SCHOOL OF SOCIAL SCIENCES (RSSS)

National Social Science Survey. A survey of social and political attitudes across Australia. First Report to Participants. Director: Jonathan Kelley. Canberra: RSSS, ANU, 1985 [27p.]

This survey was described in its early stages in a previous abstract (897). Its main aim is to collect timely, high quality social and political data based on a large, representative national sample. The study will also investigate several specific questions concerning public satisfaction and dissatisfaction with government and the effects of family background, ethnicity, and gender on inequality and political attitudes and behaviour. These data, based on approximately 2,700 personal interviews with a representative national sample, will be made freely available to other researchers through the Social Science Data Archives at the Australian National University and the Inter-University Consortium for Social and Political Research at the University of Michigan. It is anticipated that this survey will become one of the major academic sources of information on social and political questions in Australia.

Most of the questions in the survey are 'core' items covering standard demographic and background information together with a wide range of social and political items of interest to a broad academic audience. These include age, ethnicity, occupation, industry, education, income, religion, children, family background, political attitudes, and party preferences. This survey is part of an International Social Survey Project. Most of the Australian survey will be repeated annually by mail, together with a 15-minute session of 'international' questions. The international questions will also appear in surveys in Britain, Germany, and the United States and probably (funding permitting) in Austria, Italy and Ireland. This will allow precise comparisons between Australia and other countries on a wide range of questions. The topic for the first year's (1985) international questions is The Role of Government; subsequent years will include social networks (1986), inequality (1987), work (1988) and the family (1989). These data will be made publicly available as soon as they are collected.

This first report to people who took part in the National Social Science Survey is based on interviews with 1,687 people throughout Australia. Further publications will report on the responses of those surveyed by mail and of rural people. This publication covers the topics of government spending and taxes; religion; attitudes towards pornography; views on abortion.

The responses indicate that there is considerable public support for more government spending on education and on dealing with drug addiction. Other favoured areas for spending are defence, roads, hospitals and medical care, scientific research and new technology. There is also substantial support for spending on the environment, pensions and social services and assistance to the unemployed. Least popular is spending on Aborigines and on foreign aid. At the same time, taxation to pay for the expenditures is not popular: six out of every ten people favour tax cuts for all; only two are against tax cuts.

Other responses indicate that religious belief does not seem to be declining among Australians including the young; opinion is overwhelmingly in favour of stricter controls on pornography, though opinion differs between old and young; nine out of ten Australians believe that abortion should be legal, and this kind of support holds for both men and women and for old and young.

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AUSTRALIA. NATIONAL INSTITUTE OF ECONOMIC AND INDUSTRY RESEARCH (NIEIR) 85/AB: 102

National Economic Review. Vol.1, No.2, January 1985 [104p. Annual subscription $45 for individual, educational institutions and libraries]

This Review will normally be published three times per year in July, January and April. It will contain articles dealing with economic and social issues relevant to the Australian community. The July issue each year will contain a pre-budget forecast for the Australian economy for the forthcoming ten quarters, together with an analysis of recent trends in the economy and consideration of alternative government policy. The January issue will include a discussion on the management of the Australian economy and will present an eight-quarter forecast of the economy in the context of the perceived policy stance. The focus in the April issue will be on medium term policy issues and consideration of prospects at an industry level.

This issue (January 1985) is a discussion of prospects for the Australian economy 1984-85 and 1985-86 by Barry Gray and Beatrice Derody. It begins with an overview and covers private and public sector activity, the international economy, the balance of payments and financial conditions.

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AUSTRALIA. NATIONAL INSTITUTE OF ECONOMIC AND INDUSTRY RESEARCH (NIEIR) and ROYAL MELBOURNE INSTITUTE OF TECHNOLOGY (RMIT) 85/AB: 103

Social Policy Research Unit Newsletter, No.1, May 1985 [5p.]

The Social Policy Research Unit, a joint enterprise of NIEIR and RMIT, is being established to carry out research in the social policy field. This quarterly Newsletter will convey information on the work of the Unit and on pension levels and poverty lines.

* * * * * *

AUSTRALIAN BUREAU OF STATISTICS (ABS) 85/AB: 104

Australian Families 1982. ABS Cat.No. 4408.0 (New Issue), August 1984 [78p.]

The statistics in this publication were derived from a survey conducted throughout Australia during March-June 1982 to obtain information not previously collected from Census and Household surveys. The survey covered information on the formation, growth, break-up and re-formation of families and on the manner in which families function. The seven sections of this report deal with families (size and composition); persons (age and sex); offspring and youth; family support networks (contact with parents, support for the aged, child care); labour force participation; income source and level; accommodation. Each section presents the information in descriptive, graphical and tabular form.

* * * * * *

OCHILTREE, Gay and Paul AMATO 85/AB: 105

The Child's Eye View of Family Life. A report to respondents in a study conducted in Victoria in late 1982 and early 1983. Melbourne, Victoria: Institute of Family Studies, April 1985 [77p.]

This study interviewed 195 primary school children aged 8-9 years and 207 secondary school children aged 15-16 years. This report takes the form of two separate reports, one to the older and one to the younger age groups. The children's views are presented, often in their own words, on a range of aspects of family life: parents, stepmothers, stepfathers; separation and divorce of parents; access parents; companionship/communication/worries; changes; helping around the house; behaviour/discipline/parents' relationships/fear of separation/friends/pocket money; smoking and drinking, unemployment. Each report is set out clearly and attractively in a manner appropriate to the age group, and each is enlivened by photographs. A summary of the main findings is provided at the beginning of the report to older participants.

The study shows that children have a high opinion of their parents but are not blind to their weaknesses. On the whole, mothers and fathers are seen in traditional roles, though this is less true of one-parent and step-families. Stepmothers are generally liked; stepfathers, less so. Separation and divorce of parents is an upsetting experience for children though they do adjust in time. The mother in the family is the person the child is likely to spend most time with, to talk to and to take worries to. Mothers do most of the housework, make most of the day-to-day decisions in the family and impose rules and discipline. Most children thought their parents got on fairly well together, though a substantial number of primary school children feared that their parents might separate. Most children receive pocket money, unless they are earning their own. Sixty-one per cent of adolescents in the sample said that they never smoked, but only 29 per cent said they never drank alcohol. Sixty-one per cent of the adolescents also said that they feared unemployment.

AUSTRALIA. COMMONWEALTH DEPARTMENT OF HEALTH 85/AB: 106

Statistics on Drug Abuse in Australia. An information document for use in association with the Special Premiers' Conference, 2 April 1985. Canberra: AGPS, February 1985 [23p.]

This booklet summarises the results of an examination of available data on drug abuse in Australia. It points out that information is quite limited, particularly on the illegal use of drugs and the use of volatile substances. This overview covers, in its first section on Drug Use, drug use by the young, the legal use of narcotics and of pharmaceuticals, alcohol and tobacco. Drug problems covered in the second section include traffic deaths due to alcohol, deaths caused by drug use, acute poisonings, illness, crime. A final section deals with treatment services.

In summary, such limited data as are available indicate that, among the young, alcohol, analgesics and cannabis are used more than other drugs and their use is increasing. Among the population at large, there has been little change in overall levels of legal use of narcotics in the last ten years; the use of pain relievers, cough medicines and tranquillisers has decreased between 1977-78 and 1983; the percentage of persons using vitamins and minerals has almost doubled. Alcohol consumption per person 15 years and over has fallen marginally since 1978. For both sexes in 1983, the proportion of non-drinkers was greater and the proportion of regular drinkers lower than in 1980. Consumption of tobacco per person 15 years and over has fallen by over 20 per cent in the last ten years.

The estimated number of road traffic deaths due to alcohol has fallen dramatically in recent years as a direct result of steps taken by governments. In 1983, there were 20,500 deaths caused by drug use, 81 per cent being due to tobacco and 16 per cent to alcohol. A recent study by the NSW Bureau of Crime Statistics and Research confirmed that many users of narcotics had criminal records before beginning drug use, but highlighted the increase in crime directed at financial gain which often follows acquisition of a drug habit. Previous studies have documented the role of alcohol in over 70 per cent of major violent crimes - murders, rapes and robberies with violence. No adequate data collection system is at present available, even at State/Territory level, to cover treatment services either in terms of the resources applied, the clients, the problems or the outcomes.

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VICTORIAN ETHNIC AFFAIRS COMMISSION. 85/AB: 107
DIVISION OF RESEARCH AND POLICY

Language Use in Australia. East Melbourne, Victoria: Victorian Ethnic Affairs Commission (232 Victoria Parade, 3002), July 1984 [45p.]

This paper analyses the findings of a Language Survey (ABS Cat.No. 4503.0), conducted by the Australian Bureau of Statistics as part of the regular population survey, which set out to obtain details of languages first spoken, the current usage of these languages and the understanding and usage of later acquired languages. Questions were also asked on the acquisition and use of English by persons whose first language was not English. This paper is concerned with the influence of the findings in the areas of education and employment and with language acquisition and the preservation of first spoken languages.

The paper provides an overview of languages spoken in Australia and then discusses in detail first languages spoken and acquired languages. The major findings are listed in the Introduction to the paper.

* * * * * *

CHISHOLM, Richard 85/AB: 108

Black Children: White Welfare? Aboriginal Child Welfare Law and Policy in New South Wales. Social Welfare Research Centre (SWRC) Reports and Proceedings No.52. Kensington, NSW: SWRC, University of NSW, April 1985 [144p.]

Though focusing on NSW, this paper raises issues which apply throughout Australia. Essentially, the paper deals with the complex question of whether a child welfare system and the laws and policies relating to it should distinguish between children of different races. The discussion covers the historical background, Aboriginal perspectives, current departmental practices and policies and future directions in Aboriginal welfare. The report argues the need for the aspirations of Aborigines for self-determination to be translated into the child welfare system.

* * * * * *

MILLIGAN, Vivienne, Jill HARDWICK and Adam GRAYCAR 85/AB: 109

Non-Government Welfare Organisations in Australia: A National Classification. Social Welfare Research Centre (SWRC), Reports and Proceedings No.51. Kensington, NSW: SWRC, University of NSW, December 1984 [189p.]

This study, which began in 1980, presents a picture, as near comprehensive as possible, of non-government welfare organisations (NGWO) in Australia, outlining what they do, their resources both income and personnel, their relationship to government organisations. The study involved a new classification system for NGWOs as well as a survey of the organisations and their work. Chapter 1 provides some background discussion of social welfare and a brief historical overview of the development of NGWOs.

Chapters 2-4 describe the methodology of the survey and the development of the classification framework, and use the framework to discuss frequency of types and interrelationships. Chapter 5 details income and resources; and Chapter 6, the staffing, both paid and voluntary. The final Chapter 7 contains a series of tables which provide generalised estimates for a number of key characteristics of NGWOs: the total number of organisations by function and State, their total income and total staff numbers. The data in this report will provide a good basis for work which still needs to be done on the social, political and economic impact of NGWOs in our society and the complex relationships between NGWOs and governments.

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UNITED NATIONS. GENERAL ASSEMBLY
ECONOMIC AND SOCIAL COUNCIL

85/AB: 110

Social Development. Situation of Youth in the 1980s. Report of the Secretary-General. United Nations: Economic and Social Council, General Assembly, January 1985 [23p.]

The Economic and Social Council of the United Nations requested the Secretary-General in May 1983 to prepare a report on the situation of youth in the 1980s as a contribution to International Youth Year. This report has been prepared with contributions from various United Nations bodies and agencies including the International Labour Organisation (ILO), the Food and Agriculture Organisation (FAO) and the United Nations Centre for Human Settlements (Habitat).

Part 1 of the Report, the Introduction, provides the background to the study. The rationale for such a study is manifest in that at present one out of every five inhabitants in the world is a young person between 15 and 24 years of age. The present global youtn population is estimated at 922 million, projected to exceed 1,000 million by the end of the decade. The common denominator in the many and varied definitions of youth is the belief that youth constitutes the period between the end of childhood and the entry into the world of work. The concept of youth has been evolving at a rapid pace since the 1960s with a recognition that youth constitutes a social group with its own specific identity, needs, problems and cultural configurations. The decade of the 1980s is important because the International Development Strategy for this, the Third U.N. Development Decade, recommends that all countries should give high priority to the mobilisation and integration of youth in development. International Youth Year, at the mid-point of the decade, serves to sharpen this focus on youth in development.

Part 2 of the Report provides a demographic profile of the world's youth population and its growth with specific information on: youth population in the major regions of the world; youth population in urban and rural areas; male and female youth population; and youth in the age structure of the population.

Part 3 deals with general trends in the first half of the 1980s. The need for integrated youth policies and planning is stressed. In the context of many national youth policies there is often a weak linkage between general aims and principles on the one hand, and specific programs of action on the other. The problem is exacerbated by fragmented implementation processes with a variety of governmental and non-governmental agencies responsible for different components of the youth policy and insufficient co-ordination between agencies. Administrative convenience rather than the dynamic criteria of social needs is usually the basis for distribution of responsibilities, with the result that many vital needs of various sub-groups of young people are neglected. The position of youth in the global social and economic structure is also considered. The universal uncertainty in the prospects for rational economies and considerable unevenness in economic recovery from recession is particularly marked in the less developed regions of the world, where an overwhelming majority of young people live. Most developing countries have no 'safety net' to dampen the effects of economic hardship and austerity. Poverty is increasing in many parts of the world and the goal of full employment appears even more difficult to attain. There is little doubt that young people often constitute the most vulnerable sections of different groups and classes within society. Problems affecting young people have a certain universal dimension but also take on a specific character in different regions and national environments.

Part 4 focuses on youth in marginal situations and their vulnerability to the social stresses and pressures that are an inevitable part of the development process. The marginalisation of young women in particular is a major issue of concern. Other marginalised groups at special risk in the present and projected global economic climate include young migrants and refugees, young workers, disabled young people and students.

Regional perspectives are covered in Part 5 which begins with a discussion of general problems such as: the lack of participation of young people in development; youth employment and unemployment; educational provision and attainment and the relationship to dwindling employment opportunities. Regional perspectives on Africa, Asia and the Pacific, Europe and North America, Latin America and Western Asia are provided.

The final Section 6 of the Report consists of a summary and recommendations. While many countries have made use of the opportunities provided by International Youth Year to begin integrating policies and programs pertaining to youth, it is essential that this be followed up by subsequent action and planning to ensure that the needs and aspirations of young people remain at the forefront of development efforts.

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AUSTRALIA. DEPARTMENT OF EDUCATION. RESEARCH AND STATISTICS BRANCH. STATISTICS UNIT 85/AB: 111

Compendium of Youth Statistics. Canberra: Department of Education, (no date) [collection of tables: mimeo]

This Compendium has been produced to bring together statistics relating to young people aged 15-24 years, with the aim of informing debate on policies. It is intended that the Compendium will be regularly revised and up-dated. The tables are arranged in four parts. Part 1 (7 tables) gives an overview of the youth population, covering age, sex, birthplace, family and labour force status. Part 2 (21 tables) deals with education participation and retention. Sixteen tables in Part 3 provide information on young people in the labour force. The final Part 4 (9 tables) covers income and income support.

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AUSTRALIAN BUREAU OF STATISTICS (ABS) 85/AB: 112

Australia's Youth Population 1984. A Statistical Profile. ABS Cat.No. 4111.0. Canberra: ABS, 1985 [149p.]

As a contribution to International Youth Year (IYY), this report draws together statistical information on young people and presents a statistical analysis covering a number of areas of social interest: population and families, health, education, working life, income, crime and justice, housing. Each chapter begins with a descriptive summary of the statistical information.

The demographic information in Chapter 1 shows that the numbers of young people 15-24 years have been declining as a proportion of the population and will continue to decline, so that by 2001 youth may represent less than 14 per cent of the population. Among other changes in social patterns, there has been since 1969 a large increase in the proportion of the youth population not members of families; that is, living on their own or in groups. This reflects a decline in marriage rates and an increasing tendency for young people to set up their own households.

Chapter 2, Health, deals with life expectancy and mortality; health status (recent illness conditions, chronic conditions, disabilities and handicaps, lifestyle indicators such as the use of drugs and alcohol); health care. Chapter 3, on Education, covers participation in education at the various levels; access; transition from full-time education to work. Working Life (Chapter 4) provides information on participation in the labour force; employed persons; unemployed persons; persons not in the labour force. Income distribution and income maintenance programs are covered in Chapter 5. Chapter 6, Crime and Justice, examines youth both as victims of crime and as offenders and outlines how young people who are brought before the courts are dealt with by the justice system. The final Chapter 7, on Housing, discusses living arrangements and accommodation costs and youth homelessness.

* * * * * *

TASMANIA. ANGLICAN YOUTH SYNOD COMMITTEE AND FORUM OF TASMANIAN YOUTH ORGANISATIONS 85/AB: 113

Youth Housing Survey. Report on a joint project undertaken by the Anglican Youth Synod Committee and the Forum of Tasmanian Youth Organisations (available from the Youth Affairs Council of Tasmania, G.P.O. Box 358D, Hobart 7001), October 1984 [9p.]

The Youth Housing Survey was aimed at finding out what homeless young people in Tasmania think of the facilities provided for them to live in and what they think of youth accommodation in general. The survey covered all young people between the ages of 12 and 25 living in shelters and children's homes in Tasmania.

Questionnaires and envelopes were distributed to all children's homes and shelters, together with a letter outlining the purposes of the survey and suggesting an approach for administering the survey. Children's home and shelter staff were requested to administer the survey, liaise with the survey group and collect and return all questionnaires. Confidentiality was safequarded through the fact that young people provided responses to the staff in sealed envelopes. Responses were collated and recorded in percentage form. The implications of the results were then analysed.

Information requested included: age of participants; length of stay so far in present accommodation; expected length of stay; length of stay allowed at any one time; last place of residence; ideal accommodation; expected future accommodation; how much participants liked their present residence; whether they minded sharing a room; income source; amount of money left each week after paying for essentials; opinions of rules in residences; preferred sex of shared accommodation; willingness to be taught how to handle money; compatibility with people with whom participants lived.

The results of the survey are given in tables; in some cases the information is cross-tabulated according to age. The overall conclusion drawn from the survey is that there is an obvious lack of long-term accommodation for homeless young people. Emergency accommodation is a necessity but it does not provide fully for opportunities to teach living skills or to deal with the major problems confronting youth in today's society. As many participants indicated a willingness to accept help in budgeting, the question is raised whether money handling skills should be taught only in the facilities surveyed or established as part of the general high school curriculum. Lack of space in shelters was highlighted by the survey as a problem, accentuated by the fact that most found it hard sharing a room or dormitory for any great period of time. Although the rules in facilities were generally accepted, it appears there is a need for the establishment of shelters for different age groups, to assist in setting appropriate rules and meeting the differing needs of school-age and older residents. The survey showed a strong feeling of discontent about the lack of cheap accommodation for those leaving shelters and a lack of State and Federal funding in this context.

The report ends with a number of recommendations to improve the services and facilities serving homeless young people, as well as a set of suggestions given by the young people surveyed: firstly, on reducing the problems of living in a group situation and secondly, on making changes in the provision of housing and accommodation for young people.

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HOMEL, Peter and David KAPLAN 85/AB: 114

The Use of Leisure Time by Adolescents: A Survey. Research and Planning Report 81/14. Sydney, NSW: Health Commission of New South Wales (Northern Metropolitan Region, Cox's Road, North Ryde 2113), September 1981 [11p.]

This paper reports the results of a survey of the use of leisure time conducted between September 1979 and August 1980. The respondents consisted of 5,223 school children between 12 and 16 years of age at seven secondary schools in four areas of Northern Sydney and at two secondary schools in an urbanised rural centre in North-Western New South Wales.

The survey took the form of a self-administered multiple-choice questionnaire completed anonymously by all children between 12 and 16 years who were present at the participating schools on the day of the survey. The results show that boys are more heavily involved in team and individual sports while girls spend more time on sedentary activities, practising arts and hobbies and doing homework. While boys spend relatively large amounts of time watching television, girls show a preference for listening to records and radio. Both sexes spend a substantial amount of time doing household chores and going out to parties, films and sporting events. About one-third belong to youth clubs. Boys spend more time in paid employment than girls do. Approximately one-third of boys and one-quarter of girls spend some time each week in licensed premises such as hotels, discos and wine bars. While the last point is highlighted by the authors as a matter of concern, they do point out that many young people appear to attend these venues to view popular entertainment close to home rather than to consume alcohol.

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LOW, Nicholas* and Bruce CRAWSHAW* 85/AB: 115

Homeless Youth: Patterns of Belief. In Australian Journal of Social Issues, Vol. 20, No. 1, February 1985 [p.23-34]

This article looks at policy on youth homelessness from the perspective that public policies rest on the beliefs and perceptions of those who help to make them. It argues that a full understanding of youth homelessness requires an understanding of the belief systems of those who define the problem and who shape policy.

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* School of Environmental Planning, University of Melbourne.

The authors' interest in this question arose out of a commission undertaken in 1981 on behalf of a Melbourne group of voluntary agencies providing services to youth. The aim of the study was to establish the causes of youth unemployment. Part of this study comprised a series of interviews with those responsible for defining youth homelessness as a policy problem. This paper looks at the results of these interviews, the belief systems they reveal and the uses to which the belief systems are put, in formulating a picture of the problem and responses.

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O'CONNOR, Ian 85/AB: 116#

The Legal Needs of Youth

INSTITUTION Department of Social Work, University of Queensland

FUNDING Commonwealth Legal Aid Council

TIME September 1984 to end 1985

PLACE National, with some focus on Brisbane, Queensland

The aims of this study are to determine the types and extent of legal problems encountered by young people; to identify ways of giving young people access to legal assistance; to examine the use made of legal aid agencies; to make recommendations on the need of young people for legal assistance and on effective and efficient methods of meeting the need.

The four phases of the study are: developing a tentative profile of the legal needs of youth; identifying existing services and whom they reach or do not reach; using this information as a basis for consultation with organisations currently responding to the legal needs of young people and with organisations and individuals working with young people; a comprehensive evaluation of the services provided by the Youth Advocacy Centre in Brisbane.

DOCUMENTATION

A report will be published in late November 1985.

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AUSTRALIAN ASSOCIATION FOR ADOLESCENT HEALTH (AAAH) 85/AB: 117

Youth Health Consultations. In Australian Association for Adolescent Health (AAAH) Newsletter, No.20, December 1984 (Science Centre, 35-43 Clarence Street, Sydney 2000) [p.2-5]

This article describes consultations with young people on youth health which were held in four States between October and December 1984. These discussions were held by the AAAH in order to obtain ideas and opinions from young people on health issues, with particular regard to their inclusion in International Youth Year activities.

The Sydney consultation, entitled 'Youth Speak Up', was planned by young people from Sydney, Parramatta and Mount Druitt and held as a week-end camp. Issues discussed included: entertainment, sexuality, health, depression, girls' issues and boys' issues. The opinions and recommendations of the group are listed in detail under each heading. A report on the 'Youth Speak Up' consultation is available.

In Perth, a Youth Health Discussion Day was held, attended by representatives from urban and rural areas, schools, CYSS and other youth organisations. Concerns expressed were: lack of privacy and confidentiality in health care; poor transport facilities; lack of suitable entertainment; problems with accommodation.

In South Australia, the consultation took the form of a telephone survey organised by the S.A. Association for Adolescent Health in conjunction with Radio 5KA. Over 130 respondents were asked a series of questions on matters concerning their health and their opinions on topics such as depression, drugs, sexuality and family problems.

In Victoria, a two-day camp was organised to give young people an opportunity to express ideas and develop suggestions for health initiatives in 1985. The participants represented a wide range of people from eastern and western suburbs, from independent and State schools and unemployed youth, and from a variety of ethnic backgrounds. Documentation of the outcomes of the camp will be available in a written report and a video.

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TASMANIA. YOUTH AFFAIRS COUNCIL 85/AB: 118

Youth Policy Conference Report. Hobart, Tasmania: Youth Affairs Council of Tasmania (GPO Box 358D, Hobart 7001), December 1984 [20p.]

This report describes the Youth Affairs Council of Tasmania's Statewide Youth Policy Conference held in Hobart from 30 November to 2 December 1984. The purpose of the conference was to provide input to continuing consultations in youth policy issues to ensure that decisions made about youth policies are based on the views of young people and the youth affairs field.

Part 1 of the Report covers the approach to the conference and the processes used to elicit young people's opinions on policy issues. Part 2 summarises the discussions from the 8 workshop groups on: employment, health, education, law, young Aboriginal issues, housing, young women's issues, income security. Part 3 of the Report details recommendations and proposed action plans, in general and for each of the workshop interest areas. An Appendix to the Report contains the address made to the conference by the Tasmanian Minister for Education and Youth Affairs, the Hon. R.J. Beswick.

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WESTERN AUSTRALIA. YOUTH AFFAIRS COUNCIL OF W.A. 85/AB: 119

Recommendations to Parliament by the Young People of Western Australia. Perth, W.A.: IYY '85 Secretariat (GPO Box 9985, Perth 6001) [8p.: mimeo]

This set of 60 recommendations to the Western Australian Parliament was drawn up by the young people who were involved in the International Youth Year Seminars held by the Youth Affairs Council of W.A., There are four general recommendations followed by others under the headings of: Education, The Workplace, Unemployment, Disabled People, Health; Peace, Media. The general recommendations to the W.A. Government include: to facilitate the formation of a Youth Parliament with the opportunity to present and table recommendations to Parliament on a regular basis; to take steps to ensure that young people's representatives on Government bodies be given an equal say in decision-making; to make a commitment towards using terms and language in Parliament and Ministerial statements which are easily understood by the majority of people; to negotiate with young people to set up avenues for effective communication between youth and the Government. The specific recommendations are detailed and wide-ranging (if ambitious), demonstrating a genuine concern about current social issues affecting young people.

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AUSTRALIA. YOUTH AFFAIRS COUNCIL OF AUSTRALIA (YACA) 85/AB: 120

A Piece of the Action: A Youth Policy Report. St Kilda South, Victoria: YACA, March 1985 [87p.]

This report, building on earlier policy work in Creating Tomorrow Today (83/AB:100), is designed to assist the formulation of policies and programs which will provide a genuine place for young people in the society. The report covers the full range of topics relevant to policies for young people: employment; responses to the OECD report (85/AB:13) and the Kirby Report (85/C:91); education; income security; youth wages; taxation; local level infrastructure.

Reviewing the changes in technology, consumer demands and patterns of work and the effects of these on employment trends, the report argues that employment policies and programs must be flexible in structure and must recognise that the decline in job opportunities is not something which will be eliminated even by improved economic growth. It proposes a framework for national employment which would offer young people a productive place in the community; be responsive to change; seek to develop greater social equality; be integrated with other policies. It should incorporate also direct and indirect assistance to employers to help them maintain and extend employment levels; appropriate Commonwealth employment practices; a national job generation program. Each of the proposals is discussed in some detail.

The following two chapters respond point by point to the two reports on youth by the OECD team and by the Kirby Committee. The chapter on education comprises three documents which were part of YACA's submission to the Quality of Education Review Committee, covering issues such as education objectives, relationship with the labour market, equity, participation in educational decision-making, curriculum and resourcing. The discussion points out some of the present inadequacies of schooling, but also its potential for offering students opportunities to develop their own interests and capacities.

The chapter on income security extends work previously undertaken by YACA. It proposes a comprehensive Youth Allowance guaranteeing a minimum income for all young people, examines issues such as income testing, independence and age-related payments, and outlines a three-stage introduction of a Youth Allowance. The following chapter on youth wages argues that what appears to be a campaign to lower youth wages has little substantial evidence behind it and should not be allowed to direct attention from positive action to create jobs and provide adequately for young people.

The taxation policies outlined in the next chapter are still in the process of development. The reform proposals are based on a commitment to reduce poverty and increase equity. They include broadening the income tax base to include tax on capital gains and employment benefits; restructuring income taxation to make it properly progressive, and maintaining the present balance of direct/indirect taxation while ensuring that indirect taxation is not regressive.

The report goes on to emphasise the importance of an infrastructure at the local level through which young people can effectively organise to act on their own behalf and to participate in decision-making within their communities. This infrastructure at the local level must be a recognised component of policy and program making at all levels. The report supports in principle the recommendations of the Kirby Committee for an Australian Youth Service to co-ordinate services at the local level. Rather than a nationally defined service, the program should provide flexible resources for staffing, special projects and other associated costs. The chapter amplifies this concept of an Australian Youth Service.

Overall, the key characteristics of the YACA proposals are: opportunity for young people to take a satisfying and productive place in the society; education and training which will help them develop their potential to these ends; a recognition of fundamental change in employment trends and patterns, and policies which will encourage and distribute employment opportunities; a guarantee for young people of a minimum income; taxation reform which will benefit the poor and increase equity; opportunity for young people to participate in decision-making and co-ordination of policies and programs through an Australian Youth Service.

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WILSON, Bruce and Johanna WYN 85/AB: 121

Livelihood and Social Division. Paper presented to the Conference organised by the Sociology of Education Research Committee of the International Sociological Association on the Cultural Basis of Education, in Paris, France. Melbourne, Victoria: Melbourne College of Advanced Education, August 1984 [24p.:mimeo]

Continuing high levels of youth unemployment raise the issue of 'livelihood' which, though largely ignored by governments and educators, is a high priority for young people. The purpose of this paper is to link the values and perspectives of young people from working class neighbourhoods with their experience of social division on the one hand and the process of economic restructuring on the other. In this context, the central issue is how schooling can contribute positively to ensuring futures for these young people.

The paper begins by tracing briefly the development through industrialisation of a labour market in which the value of labour and thus the livelihood of workers has become dependent on the level of demand for various types of labour. From the late 1960s, the processes of structural change in the economy have resulted in widespread unemployment and other changes which have affected working class people particularly. These processes as they continue will involve a basic restructuring of the workforce and of the nature of work itself. The paper details some of the likely effects, pointing out that there is looming a fundamental conflict between the interests of those who stand to benefit materially from the changes and those whose fundamental right to a livelihood is being undermined. For the latter, there is also the important cultural effect of the denial of a recognised place in adult society. The issue thus is not simply one of material resources but also of legitimacy, both of young people and of the economic system.

Using research conducted since 1981 in schools in working class neighbourhoods, the paper goes on to show the importance for working class young people of livelihood - expressed in terms of a job. Gender differences determine the kind of job expected and the particular adult role which follows, so that a threat to livelihood also has implications for gender roles and relationships. The young people expect to be able to follow the patterns of their parents; they criticise the irrelevance of schooling to their patterns of living and expectations and are becoming aware of the social divisions which separate them from others with different expectations and living patterns. In so far as schools and other cultural institutions are based on and aim to perpetuate elements of a dominant culture (the priority of wealth, individual achievement, competition and formality), there is a deep-seated opposition between school activities and the experiences and hopes of working class people which are characterised rather by solidarity, informality, the linking of theory and practice and the priority of livelihood.

Up to the present concern with inequality has focused on schooling and produced a number of programs to reduce disadvantage of one kind or another. It has been assumed that more equal educational outcomes may lead to greater social equality. Three issues arising from this approach are discussed: a confusion in the rhetoric of equality; a separation of aspects of social division rather than a recognition of their inter-relationships; the denial of livelihood. In recent years, schools in some working class neighbourhoods have begun to involve themselves in initiatives at the local level - an area of growing interest; in doing so they have begun to address questions of inequality, livelihood and adult membership in a more immediate and direct way, and to have an impact on the social patterns themselves. Examples of such initiatives are discussed, and the point made that addressing these issues inevitably opens up wider questions of cultural and economic conditions and the acceptance of diversity in the society.

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MAUNDERS, David 85/AB: 122

Keeping Them Off the Streets. A history of voluntary youth organisations in Australia, 1850-1980. Melbourne, Victoria: Centre for Youth and Community Studies, Phillip Institute of Technology, 1984 [117p.]

This book traces the history of Australian voluntary youth organisations with an emphasis on Victorian youth organisations or Victorian branches of national bodies. Chapter 1, subtitled 'An Appropriate Historical Analysis', discusses the theory of youth work in Australia, the history of schooling particularly in the colonial context, and Australian welfare history in order to describe and support the analytical approach used in the writing of this history. The theoretical position adopted places youth organisations in the context of class relationships and control mechanisms. Studies by several social historians are described which take the view that adolescence is a nineteenth century phenomenon developed by the middle class. The rigid institutionalisation of reformed public schools and their emphasis on games, masculinity and esprit de corps succeeded in effectively delaying entry of middle class young men to adulthood. The fact that the children of the working class were independent and resistant to institutional control was taken by middle class philanthropists as proof of their deprivation and general inferiority. This led to the development of youth organisations or programs aimed at 'saving' these young people and improving their moral fibre in the interests of the nation as a whole.

Working from this analytical framework, a number of hypotheses are suggested to test against the history of voluntary youth organisations. Firstly, that youth work, in parallel with state education and social welfare, was a way of controlling lower class potentially disruptive elements and assisting upwardly mobile individuals. Secondly, that youth work was a medium for transmitting the values of the dominant class and attempting to ensure their acceptance. Thirdly, that youth work has not seriously attempted to remedy social inequality or effect social change in the interests of youth. Finally, that youth organisations quickly became instruments of their own self perpetuation, losing sight of their aims and objectives.

Chapters 2 to 6 describe the history and development of a range of voluntary youth organisations including: youth patriotism and defence movements; larrikinism and the Rescue Movement; the uniformed youth movements in the empire period; the young adult associations and later youth organisations. Chapter 7 deals with the origins of co-ordination between voluntary youth organisations and of increased State involvement in youth issues. The National Fitness Councils and the Community Centre Movement which emerged during the Second World War are described in some detail together with an account of how they influenced co-ordination and government intervention in the field.

Chapter 8 is subtitled 'The Inappropriate Legacy: the Emergence of Present Day Government and Non-Government Structures' and describes the post-war developments in government involvement in youth affairs and the role of non-government structures on both the Victorian State and the national level. Chapter 9 discusses youth organisations today, aspects of government control and the professional staffing and training question.

The concluding Chapter 10 looks at youth organisations in the 1980s and considers whether their traditional role, as hypothesised in Chapter 1, is not in fact being continued in a different guise. Parallels are drawn between the role of the YMCA in the 1930s and that of CYSS in the 1970s in removing the young unemployed from the streets and from the minds of those who have jobs or whose policies (industrial, commercial or political) result in the decrease of job opportunities. The chapter expresses concern that a contemporary response to youth unemployment by parents as well as government planners has been to develop technical and trade training opportunities. Gramsci, an Italian Marxist who died in 1937 and who is credited with developing the concept of class hegemony achieved through cultural and social processes, is quoted as saying:

> Professional schools should not become incubators for little monsters avidly prepared for a trade without general ideas, general culture or soul, possessed only of a keen eye and firm hand.

The book's concluding remarks consider what difference youth organisations have made to society. It is suggested that the fact that they have enabled individual young people to move socially and to improve their economic position has perpetuated the myth that such social mobility is open to all. Through their control of recreation, youth organisations may have directed young people away from concern about social injustice and stifled potential for protest and action for social change. The author goes so far as to suggest that 'If a reformist government is serious about remedying social inequalities perhaps it should consider terminating financial support to voluntary youth organisations (with the possible exception of those providing food and shelter) and developing programs of political education and social change strategies'.

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W.A. DEPARTMENT OF YOUTH, SPORT AND RECREATION (Sponsor) 85/AB: 123

Youth Sector Training in Western Australia. A Consultation Report
by the Interim Co-ordinating Committee on Youth Sector Training.
Perth, W.A.: Department of Youth, Sport and Recreation, 1984
[8p. + appendices]

Following a National Workshop on Youth Sector Training in June 1984, a State-wide consultation workshop was convened in October 1984 to produce a response to the National Workshop. This report describes the developments leading up to the consultation and outlines the issues raised (see also 85/AB: 42).

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HARDING, Ann and Peter WHITEFORD 85/AB: 124

Equity, Tax Reform and Redistribution. Submission prepared by the Department of Social Security for the Economic Planning Advisory Council Meeting of 29 March, 1985. Research Paper No.28. Canberra: Policy Review Branch, Development Division, Department of Social Security, April 1985 [87p.]

This submission is addressed to two stated principles of taxation reform: that reform should produce a progressive and fair taxation system; that it must not disadvantage recipients of welfare benefits and should remove or reduce poverty traps. In Chapter 2, the paper argues that the taxation and social security systems are so closely interlinked that policy changes in one area inevitably affect the other area. They must be examined together if equity and redistributional objectives are to be met.

Chapter 3 analyses some of the inequities currently created by the taxation and social security systems, including the dependence on the narrow base of personal income and exclusion of capital and other gains; tax avoidance and evasion; high effective marginal tax rates; the decline in disposable incomes since 1976-77 of some groups such as pensioners. The chapter goes on to discuss some 'poverty traps' occasioned when, because of income tests, a rise in income may result in a reduction of benefits and of real income overall. Inequities in the present indirect tax system are also discussed, and the point made that any major shift in the tax mix towards indirect taxes appears certain to have substantial adverse effects on equity.

Chapter 4 looks in detail at the compensation required by pensioners, beneficiaries, low income groups and families with children if a distributionally neutral result is to be achieved after a broadening of indirect taxes. It estimates that this kind of tax base would sharply increase social security outlays merely to cover (perhaps inadequately) the extra taxes being paid by social security recipients and other disadvantaged groups.

Chapter 5 discusses the implications for pensioners and others of some proposed forms of direct taxation such as capital or wealth taxes which generally affect higher income groups but could have difficulties also for some other groups. Chapter 6 discusses whether redistribution rather than just compensation should be integral to tax reform and estimates the costs of some redistribution measures.

The final Chapter 7 sums up the discussion of the paper. It emphasises that a shift to broad-based consumption taxes would be regressive; that low income earners, beneficiaries and other groups would not benefit fully from corresponding income tax cuts; that compensation would have to be provided through such measures as social security cash transfers, tax credits or negative income tax payments; that, for a variety of reasons including time lag, automatic Consumer Price Index (CPI) indexation of social security payments would not adequately compensate; that adequate compensation would be very costly, and could generate strong criticism which could lead to eventual erosion of levels of compensation for those most in need.

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EDWARDS, Meredith* 85/AB: 125

Income Tests, Work Incentives and Effective Marginal Tax Rates. Canberra: Office of Youth Affairs, Department of Education and Youth Affairs, December 1984 [33p.+ attachment, 15p.]

This paper was prepared for the seminar on Income Testing and Student Assistance Schemes (see 85/AB:56) convened by the Department of Education and Youth Affairs in December 1984 and deals specifically with effective marginal tax rates (EMTR) and poverty traps. In the Introduction the author defines these terms. EMTR is the amount of income lost through the payment of tax and/or withdrawal of a payment, for each additional dollar of private or non-benefit income. A poverty trap occurs where low income individuals or families find that in the interaction of the income tax system and income-tested payments, any increase in gross income through work effort actually reduces net income, leaves it unchanged, or adds so little as to make the work effort financially not worthwhile.

The social and economic importance of the problem is explained, and the literature reviewed. The second chapter examines the theory and the evidence for it, and discusses methods for determining the net result of the two opposed effects of tax increases on labour supply and ways of calculating wage elasticities (which differ considerably between men and women). Recent developments in Australia are considered in the third section, and attention drawn to the relevance of **timing** (since income components at a given date may depend on circumstances at a range of dates). Chapter 4 examines cases in detail, and further numerical and other detail is given in the tables and graphs and in the attachment.

In her conclusions Edwards suggests ways in which the problems identified could be avoided or their effects minimised. Even if the existing structure of allowances is maintained, EMTRs could be reduced by quite simple steps such as extending the current siblings concession from Secondary Allowance Scheme (SAS) and Tertiary Education Allowance Scheme (TEAS) to other schemes. On the other hand, although reducing withdrawal rates over a wider range of incomes would improve the worst cases it might also have negative results in other cases. If the structure of allowances could be changed to the extent of introducing an age-related education allowance, EMTRs could be reduced by up to 25 percentage points. In general any simplification of the present complex system is likely to be beneficial, but attaining real flexibility would require some freedom to place higher tax rates on taxpayers with higher capacity to pay.

* Special Adviser on Youth Allowances in the Department of Education and Youth Affairs (now of the Office of Youth Affairs, Department of Prime Minister and Cabinet), Canberra.

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EDWARDS, Meredith* 85/AB: 126

Youth Allowances: Incentive and Reform. In Australian Journal of Social Issues, Vol.20, No.1, February 1985 [p.35-55]

Australia's income support arrangements for young people have come under increasing scrutiny lately, reflecting a growing concern about high levels of youth unemployment and about low levels of full-time education participation. A number of individuals and organisations, concerned about the perverse incentive effects of the current structure of youth allowances, advocate that the gap between rates of unemployment benefit and the lower rates of education allowance be closed by a single youth allowance free of any parental income test.

This paper explores the relationship between education participation and financial incentives and assesses, as a possible direction for reform, the concept of a single and universal youth allowance. The paper begins by outlining the major forms of income support available to young people and illustrates some of the complexities in the youth income support structure. The evidence on the importance of financial factors conflicts, particularly between economists and non-economists. This is in part explained by the different conceptual frameworks used. Other possible reasons are canvassed as to why studies have so far not thrown much light on the role of financial factors in the education participation decision. The paper also describes specific directions of distortion contained in current payment relativities.

The background and possible structures of the proposed universal youth allowance are then examined. Several difficulties with this proposal are described: cost factors associated with the introduction of a universal allowance; the influence of electoral opinion on funding an allowance free of any parental income test without the requirement to work or study; the possibility of such an allowance distorting choice away from paid activity; the anticipated demands of other groups presently lacking income support (e.g. older unemployed people, mothers full-time at home); a penalty effect on several groups in need of higher rates of payment.

The paper goes on to evaluate a number of alternatives to a single youth allowance which are not inconsistent with the longer term goal of a youth allowance. These, while less expensive, could rationalise or simplify the current complex array of payments as well as encourage greater education participation. The concluding section of the paper summarises the issues relevant to future debate on youth income support and identifies areas for future research.

* Special Adviser on Youth Allowances in the Department of Education and Youth Affairs (now of the Office of Youth Affairs, Department of Prime Minister and Cabinet), Canberra.

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BOWERS, Jennifer* and Marian DUNLOP* 85/AB: 127

Education and Welfare Concerns in Income Support for Young People. In Social Security Journal, December 1984 [p.20-41]

There have been many proposals in recent years for changes in the structure of income support for young people, primarily as a means of increasing retention rates in education (see, for example, 83/AB:68,69; 84/AB:83). This article examines the aims and implications of the major proposals for change; looks at current participation rates and the effects of the income support structure on the rates, and argues that many of the major concerns could be more efficiently and equitably addressed, at least in the short-term, through changes in the area of education assistance.

Review of the current pattern of activities indicates that most young people are in either full-time education or full-time employment, though some 8 per cent of 15-24 year olds are not in education or employment or unemployment. The article details the percentages in all the various categories of activity and goes on to discuss trends in labour force and education participation. It points out that if participation rates of young people in full-time and part-time education and training are combined, then education participation is higher than the officially recorded levels and has increased significantly in recent years.

The paper goes on to discuss the relativities between junior wage rates, unemployment benefits (UB) and education allowances and their effects on the kinds of activity teenagers choose. Such evidence as is available indicates that the levels of junior wages have little effect on teenage employment and that full-time work is strongly desired by most young people, particularly the unemployed. Comparisons of UB and education allowances together with review of the economic literature on financial incentives also indicate that income considerations are not an important factor influencing participation in education. To focus on relativities between unemployment benefits and education allowances is likely to draw attention away from the major concerns of adequacy and equity in education allowances.

The paper reviews the various proposals which have been made for a youth allowance and discusses the issues of equity, independence and complexity. On the basis that students in education (many of them from advantaged backgrounds) receive considerable extra benefits from the community in terms of education costs and prospective income and that the real constraint on education participation is lack of places in institutions, the paper questions the need to equate UB with education allowances. It argues that the real complexity in the current structure lies in the differing forms, levels and eligibility conditions for education allowances and suggests a common youth education allowance. This together with the provision of an appropriate range and number of places could do much to overcome any problems of education participation.

* Social Welfare Policy Secretariat, Department of Social Security, Canberra

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ROGERS, Vic 85/AB: 128

Youth Income Support - The Current Situation. Paper prepared for Sydney Welfare Rights Centre Seminar on Income Security for Young People. Canberra: Department of Social Security, June 1985 [8p.: mimeo]

Outlining the background to the current government review of youth income support, this paper makes the point that most people are in favour of rationalisation of the present structures, but there is little agreement on what this means. The paper goes on to discuss the issues and options, and some implications for special benefit payments.

The 1984 government discussion paper, Income Support for Young People (84/AB:83), identified four major competing issues: simplicity, adequacy, equity and incentives. The paper indicates the difficulties of achieving these in a context of economic and budget restraint where priorities have to be set. In the next section, the paper lists the four packages of options presented in the government discussion paper mentioned above, and summarises some of the issues, pointing out that each option involves important issues of principle and raises questions of administration. The option of a single common allowance for all raises the question of whether there is sufficient commonality in needs to justify a single administration, or whether this would swamp groups of the most needy.

The final section of the paper looks at the implications for Special Benefit payments. Special Benefit is a discretionary payment, based on inability to work and linked to unemployment and sickness. It is used to assist a number of persons under 16 years who, but for age, would qualify for unemployment benefits. Concluding, the paper comments that income support is a response to a problem and not the problem itself. The central youth policy issues which must be faced are the provision of jobs and of places in education and training, and the nature of the education/training provided.

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McDONALD, Allan* 85/AB: 129

Visions of a New Society. In Australian Society, Vol.4, No.3, March 1985 [p.14-15]

This article outlines the concept of a national support income (NSI) to put an end to unemployment and insecurity. It proposes for every adult (18 years and over) an indexed income support equal to the basic pension for a single person (currently $91.90 per week), with proportionately lower rates for those under 18 years. This would allow fundamental changes in working patterns and eliminate unemployment as well as means-tested social security.

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* Mr McDonald is a retired businessman living in Tasmania.

The NSI would be paid for in three ways: people in employment have the wages paid by employers reduced by the amount of the NSI; employers pass on the savings to government; government uses these amounts plus its own savings as an employer and plus current expenditures on social security to finance NSI. The article illustrates with a hypothetical calculation.

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BESWICK, David 85/AB: 130

Family Support for Students - Expectations and Realities. Parkville, Victoria: Centre for the Study of Higher Education, University of Melbourne, December 1984 [40p.:mimeo]

This paper was presented at a seminar on Income Testing and Student Assistance Schemes, convened by the Department of Education and Youth Affairs in Canberra in December 1984 (see also 85/AB:56). It is concerned with the extent to which assumptions linking student need with an assessment of parents' income have validity for practical purposes. Drawing on a variety of previous research (for example, 83/AB:70,71), the paper sets out some principles for a scheme of student assistance, indicating the need for flexibility and a recognition of students as responsible individuals. It queries schemes which assume tertiary students to be in the same situation as children at school. The paper goes on to categorise nine types of student situations, ranging from no support to double support, and to discuss in some detail sources of student incomes and changes since 1974. In its conclusion, the paper notes the evidence for a wide variety of financial relationships between parents and student children, but a fairly common pattern also of shared responsibility and increasing independence with age. Public assistance to students should reflect the realities of these family relationships, at the same time providing greater incentives for those parents whose values are less favourable to participation in education than are the aims of their student children. Twenty-three tables attached to the paper provide more detailed statistical information.

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AUSTRALIA. DEPARTMENT OF EDUCATION and Margaret POWLES 85/AB: 131#

1984 Survey of Student Finances

INSTITUTION. Research and Statistics Branch, Department of Education, Canberra
. Centre for the Study of Higher Education, University of Melbourne (Powles)

FUNDING Review and Evaluation Program, Department of Education, Canberra

TIME September 1984 - December 1985

PLACE National (except Northern Territory)

The aim of this study is to provide data on: the incomes and expenditures of full-time students in universities, colleges of advanced education (CAEs) and technical and further education (TAFE) in 1984; the socio-economic backgrounds of these student populations. Questionnaires were sent in late September 1984 to approximately 2,500 full-time students in all universities; 2,500 full-time CAE students in all CAEs; 5,000 full-time TAFE students in 20 TAFE colleges. Response rate is likely to reach approximately 65 per cent for university and CAE students and 50 per cent for TAFE.

DOCUMENTATION

A survey report will be published by AGPS in late 1985.

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AUSTRALIA. COMMONWEALTH DEPARTMENT OF EDUCATION 85/AB: 132

Patterns of Retention in Australian Government Schools. Summary Report. Canberra: AGPS, 1985 [21p.]

This is a summary of a research study of participation in post-compulsory schooling undertaken for the Australian Council for Educational Research (ACER) by John Ainley, Margaret Batten and Hilary Miller.

The research study was supported financially by a grant from the then Commonwealth Department of Education and Youth Affairs, the Commonwealth Schools Commission and the Commonwealth Tertiary Education Commission (CTEC). A full report of the research study has been published by ACER, (85/AB: 75).

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AUSTRALIA. HIGHER EDUCATION ROUND TABLE (HERT) 85/AB: 133

Why Would Tertiary Fees Increase Inequality? Melbourne, Victoria: Federation of College Academics (FCA), 1985(?) [4p.:leaflet]

The leaflet counters the argument that the abolition of fees has not led to more equal participation in tertiary education, and that therefore their re-introduction would make little difference. It is pointed out that according to figures for 1979, higher education is not simply the preserve of the privileged, and that most tertiary students are from middle income families. Between 1974 and 1979 there was a considerable rise in the proportion of students whose fathers worked in manual or trades occupations, and also in the proportion of women students. This improvement has taken place in spite of a decline in financial assistance to students. Even with a means-tested system, fees would exclude many potential students from working-class backgrounds, many mature age students, and some workers seeking re-training. In so far as some students gain a financial advantage from their tertiary education, they should pay an appropriate amount by way of the normal tax system. In conclusion, the leaflet suggests other ways of achieving greater equality. These range from increased special entry for mature age students, and for others from less advantaged backgrounds, to further efforts to increase school retention and the provision of more adequate student financing.

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AUSTRALIA. HIGHER EDUCATION ROUND TABLE (HERT) 85/AB: 134

Facts and Fallacies about Tertiary Tuition Fees. Melbourne, Victoria: Federation of University Staff Associations (FAUSA), 1985(?) [4p.:leaflet]

Eight possible justifications for tertiary fees are given in the form of quotations, and each is then dismissed in a few sentences. The leaflet briefly argues that fees would not be a significant revenue source, since administration costs would be high and in particular the present Tertiary Education Assistance Scheme (TEAS) means-testing machinery would be inappropriate and would have to be replaced. Probably more than half of all students would have to be exempted from fees. In any case, introduction of fees would be contrary to ALP policy, to the Prices and Incomes Accord, and to other government policies aimed at increasing equitable access to tertiary education.

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BESWICK, David, Hilary SCHOFIELD, Lynn MEEK and Geoffrey MASTERS 85/AB: 135

Selective Admissions Under Pressure. An evaluation and development study of student selection procedures at the University of Melbourne. A report to the Commonwealth Tertiary Education Commission (CTEC). Parkville, Victoria: Centre for the Study of Higher Education, University of Melbourne, 1984 [231p.]

During the last thirty years, the increasing numbers of students qualified to enter university education have forced a change in procedures for admission. It is no longer a question of ensuring adequate qualifications for entry, but of selecting students from large numbers of those qualified to enter. Analysis of characteristics of students admitted to Melbourne University has indicated a considerable bias in favour of those from independent schools. This gave rise to concern on social grounds, but also on the grounds that the best students might not be gaining admission. In particular, the need was felt to determine what factors, apart from Higher School Certificate (HSC) scores, influenced selection. This report deals with the investigation into those aspects of selection which are affected by factors other than standardised school examination results. The investigation set out to review current practices in selection and the principles on which they are based; to evaluate effectiveness and to develop more reliable and valid methods of incorporating into selection procedures evidence of potential for university study from other tertiary results, work experience and other background factors. The report is based mainly on fieldwork carried out in 1982 and 1983, but also covers changes in procedures up to June 1984.

Chapter 1 goes on to outline the system of selection at Melbourne University, and this is amplified in Chapter 2 by discussion and case examples of how the procedures actually work in five faculties of the University. Chapters 3 and 4 are concerned with administrative, structural and operational issues apparent from the examination, covering such aspects as selection committees; the role of academic staff; overseas and interstate applicants; conduct of interviews; consideration of background and other factors.

The final chapter outlines some of the changes in admission procedures which have been under way since 1984 and are still in the process of development. These are directed to the maintenance of academic excellence while correcting tendencies to social exclusiveness. Among proposed changes is the use of a reference test - not to replace or compete with original measures such as the HSC, but to allow comparisons among different measures. The use and limitations of reference tests are discussed. The chapter also suggests: the use of more qualitative information gathered by a specialised agency serving all universities and colleges; more opportunity for delayed entry and for transfer between institutions. In general, the paper urges the need to broaden the social base of student entry while maintaining academic standards and argues that this is feasible.

The eight appendices to the report provide considerable background informaton on student performance and on the principles and procedures for selection at Melbourne University.

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VICTORIA. MINISTERIAL REVIEW OF POSTCOMPULSORY SCHOOLING. (Chairperson: Jean Blackburn) 85/AB: 136

Report. Vols. 1 and 2. Melbourne, Victoria: The Ministerial Review of Postcompulsory Schooling, March 1985 [Vol.1: 69p.; Vol.2: 140p.]

This Review sets out broad policies for postcompulsory schooling designed, in a context of social change, to encourage greater participation by a wider range of students and to make studies at Year 11-12 levels attractive and purposeful for all students. Vol.1 of the Report contains the discussion, policies and forty-five recommendations. Vol.2 provides detailed background information covering analysis of community views, reports of three working parties on curriculum, credentials and organisational forms, and a paper by McKenzie and Burke on costs in postcompulsory schooling (85/AB: 73).

The Review has taken into account the responses to an early discussion paper (84/AB:190) which outlined proposals for change in the curriculum, credentials and structures of schooling. It also notes that this report is one of a series of complementary initiatives at State and national levels which are being taken to extend educational opportunities to all young people. In Victoria, these include more collaborative arrangements between schools and Technical and Further Education (TAFE); recommended changes to and replacement of external examinations; changes in selection procedures in some institutions of higher education; a Youth Guarantee Scheme and review of education/training arrangements for young people. At the national level, there have been: a review of youth policies by an OECD team (85/AB:13), the report of the Inquiry into Labour Market Programs (85/C:91) and the Commonwealth Participation and Equity Program (PEP).

Chapter 2 of the Report outlines the present position of schooling in Victoria, pointing out that the twentieth century has seen the progressive expansion of education provision and a rising trend in student participation in postcompulsory schooling. Recent developments associated with these trends signal the beginning of a new phase in which most students will complete a full secondary education. The chapter provides information on participation rates, present curricula in schools, options in TAFE, certification at Year 12 and transition to higher education. The problems inherent in existing arrangements are discussed in each chapter of the Report in relation to the new policies recommended.

Chapter 3 argues that, while Years 11 and 12 are the completion of the process of secondary schooling, they are yet significantly different from the compulsory years which precede them, and they have different purposes. Postcompulsory schooling must cater for the legitimate interests of post-secondary institutions and of employers in the studies and standards of schooling - an interest reflected in the importance attaching to the Year 12 certification. It also has to meet the needs of an increasingly wide range of students who are near adult and who are attending voluntarily. Postcompulsory education therefore must provide: a wide range of courses and levels of study appropriate to the differing capacities, interests and future intentions of students; education which is recognised by students as contributing to the development of the skills and types of understanding they will need for later life; institutional practices appropriate to the age and maturity of the students. Given the implications of significant and accelerating social change, postcompulsory schooling has to be seen as part of a flexible and comprehensive system of education available to people at all stages of their lives and in which they can participate at times and in ways consistent with their needs and interests.

Despite the fact that participation of students in postcompulsory courses at school and TAFE reached 50 per cent in 1984, further increases should be actively and urgently encouraged on the grounds of equity, of the uncertainties of the labour market and of potential benefits to society and the individual. Victoria should set a target of 70 per cent participation to Year 12 by 1995, amounting to 12,900 extra students and an annual increase of 2.4 per cent. This is achievable provided appropriate changes are made in the structure of financial support for young people and in the provisions of postcompulsory education.

Postcompulsory schooling now needs to be conceived of and planned as a whole rather than in separate segments as at present; it needs to integrate practical and theoretical studies and offer students a genuinely wide choice. For this reason, the resources of schools and of appropriate TAFE courses should be brought together under a single agency responsible for postcompulsory education in the public sector. These are the principles on which the Report proceeds to discuss issues of curriculum, credentials, selection for higher education and organisational forms.

The central question of curriculum is discussed in detail in Chapter 4, beginning with the recommendation that, from 1987, education in Years 11 and 12 be organised as a course of study over two years, comprising semester units which can be studied in either year, except in the case of sequential studies of more than two units. The curriculum should aim to provide students with a wide range of options but should also require them to undertake studies in major curriculum areas essential to their development as individuals and their competence as adults in the society. These areas are: the study of their own society, arts/humanities, science/technology and mathematics. All students, including those who wish to specialise in one of these areas, should acquire some understanding, competence and confidence in all areas. For example, students should be allowed neither to avoid mathematics and science nor to specialise in these to the exclusion of the humanities. To accommodate this broadly based education, no sequential course of study should be more than three semester units in length.

This approach means that studies in all areas need to be presented in ways and at levels appropriate to the differing interests, capacities and intentions of students, but each course should have its own standards of rigour and excellence which will fully extend the interests and capacities of the students taking the course.

Within the broad framework of studies outlined above, the curriculum should provide both academic and broadly vocational courses; but both, in appropriate ways, should incorporate the practical and the theoretical and link the content to issues of contemporary society and of student concern. Vocational courses should be certificated in a way which provides entry to TAFE certificate courses and even possibly to apprenticeships.

Two particular studies are seen as necessary, and therefore compulsory, for all students: the study of work in society and the study of English. Each of these should occupy two sequential semester units over Years 11 and 12. This is half the study time currently devoted to English, but the Report argues that both these compulsory studies should develop skills in literacy, communication, writing, reasoning and awareness of social issues. Literacy and numeracy should also be of concern across the whole range of studies. Because of the importance of competence in these areas, the Report recommends that standardised tests in oral and written communication and in basic mathematical processes be developed and used consistently over the period of schooling to enable teachers and parents to identify and assist in rectifying deficiencies in students' achievements in these areas.

Finally, the chapter recommends that, supported by adequate counselling and other services, students should progressively assume responsibility for making their own choices; organising their own learning and attendance at classes; managing student affairs and contributing to curricular review. In short, content, learning modes and institutional practices should be appropriate to young adults.

In Chapter 5, the Report recommends that the present variety of Year 12 certificates should be replaced by a single certificate within which student achievement over the whole range of studies can be legimitated, assessed and recorded. This certificate, the Victorian Certificate of Education (VCE) should be introduced by 1987 and should become the basic qualfiication for subsequent studies. Its emphasis should be not on ranking students but on recording achievements over all studies. It must also carry assurance on the quality of courses and standards and on the impartiality of the assessments, if it is to become a certificate with wide currency. For this reason the Report recommends that a central agency (discussed in Chapter 7) should have responsibility for accrediting all units in the VCE and for overseeing modes of assessment and moderation of assessments across institutions. The certificate should reflect the curriculum principles already discussed, showing successful completion of 24 units within prescribed patterns which include sequential units, common studies and other studies. Students leaving before the end of Year 12 should be provided with a certificate showing their achievements to the point of leaving. The chapter concludes with a timetable of steps by which the VCE will be fully operational by 1990.

Dealing with selection into higher education, Chapter 6 urges the need for places in higher education to be provided for at least 50 per cent of students enrolled in Year 12, over and above the allowance for mature age and overseas students. The need to select students for inadequate numbers of places intensifies competition among students and imposes undesirable constraints and pressures on the postcompulsory school curriculum. The hasty processes of selection also have their difficulties. New arrangements need to be negotiated with post-secondary institutions on the basis of five principles: that selection should be based on a limited number of studies only within the VCE and not on all studies undertaken; that the aggregated score of performance at Year 12 (now recognised as unreliable) be abandoned; that teachers' assessment of student performance should form the major component of selection procedures and that school-assessed student performance should be moderated by panels of appropriate experts drawn from schools and post-secondary institutions; that the selection process should be longer in span that at present allowing time for collection of adequate information; that alternative methods of admitting students to post-secondary institutions should be encouraged, to offer opportunity to those who are or have been unable to continue education because of particular disadvantage.

The Report acknowledges that the needs of higher education institutions and public attitudes make it impracticable to abolish all external examinations immediately, though the Victorian Institute of Secondary Education (VISE) has indicated intention to do this by 1990. The Report therefore proposes that external examinations be retained for the present for a limited number of 'preparatory' studies assessed equally by external examination and by externally moderated teacher assessments. Results in these courses plus the successful completion of requirements for the VCE would provide eligibility for admission to higher education.

Chapter 7 recommends the establishment of a new independent statutory body to replace VISE. This body, the Victorian Curriculum Assessment Board (VCAB) would have overall responsibility for the development and accreditation of curricula and for certification at the senior secondary level. It would exercise leadership in curriculum change, in the professional development of teachers and members of school councils and in the process of devising and negotiating the VCE. It would comprise official representatives of secondary education, TAFE and higher education; representatives of teacher organisations and of the community, including members of parliament and parent and school council organisations. The Board should also undertake regular consultations with students and other groups such as employers. The Board would be chaired by a full-time director and would operate with a small secretariat, using expert committees as appropriate. The chapter discusses and recommends arrangements for the changeover.

In accordance with the curricular recommendations in the Report, Chapter 8, Organisational Forms for Postcompulsory Schooling, affirms the need for a concept of comprehensive education covering the practical and broadly vocational as well as the theoretical and academic. It therefore recommends the integration of high and technical schools from January 1987 and a completely comprehensive system by January 1988. This integration builds on a trend already apparent in inter-sectoral co-operation between schools and TAFE. The chapter goes on to look at ways in which the needs of isolated schools and students can be catered for and to consider a rationalisation of the existing postcompulsory provisions and resources in metropolitan and large provincial centres.

The form of organisation for postcompulsory schooling is an issue which has generated controversy during the Review. There has been common agreement on the need for restructuring to overcome problems of fragmentation, of constraint on the range of studies and of providing an environment appropriate to young adults. Disagreement centres on proposals to establish separate institutions for senior students - a development strongly opposed by the Victorian Secondary Teachers Association (VSTA). However, the Review Committee believes it is now timelv to create new and separate institutions rather than tinker with existing structures. It suggests and outlines three types of comprehensive upper secondary institutions as deserving consideration: complexes of neighbouring schools which would provide separate campuses for senior students; separate senior secondary colleges which would be single or multi-campus institutions, each with its own council; all-age community colleges bringing together Years 11 and 12, the full range of TAFE courses and the first years of science, arts and commerce/economics courses at present in universities and colleges of advanced education.

These arrangements would have the advantages of providing efficiently and economically a wide range of curriculum options as well as offering senior students a learning environment appropriate to their age. Against this, it has been argued that the separation of Years 11 and 12 from compulsory schooling would have deleterious effects on Year 10 students. Such a reform also involves issues of teacher working conditions, mobility between levels of schooling and industrial awards. The Report argues that the difficulties envisaged by teachers and others can be overcome and negotiated and recommends that, where feasible, all new provision in the public sector at the upper secondary levels be located in separate post-compulsory campuses or colleges. It recommends the appointment of a task force with substantial representation from teacher unions to identify and resolve any industrial and professional issues relating to the restructuring of upper secondary provision. Steps towards the implementation of structural change are outlined, beginning with the need to gather information for each region on enrolments, facilities, institutions, teachers, education provisions and labour market situation.

The final Chapter 9 sums up the aims behind the recommendations of the Report, briefly compares the costs of present and proposed structures and recommends the provision of funding for restructuring in accordance with the policies set out in the Report. It also recommends the establishment of a Committee chaired by the Minister for Education to be responsible for monitoring the overall implementation of the Report.

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SMITH, Shirley L.* 85/AB: 137

Talking of the Future. Paper presented to the ACT Institute of Educational Administration (ACTIEA). Canberra: ACTIEA, May 1985 [10p.: mimeo]

The Commission for the Future has two main aims: to raise awareness of the effects of technological change and to inform Australians of the choices which can be made about technology and the future. The Commission will operate as an information provider and not a policy maker. This paper therefore presents the author's own views on directions for the future; beginning with the three assertions that: unemployment is today's biggest problem; a major cause of continuing high unemployment is computer-based technology (CBI); it is necessary for Australia's future wellbeing to encourage the development of CBT.

In support of these statements the paper provides analysis and examples of developments in the labour market which show that CBT is reducing the availability of employment in a wide range of areas. We need to change the way we think of work if the numbers of people wanting to work are to be reconciled with the increasing automation of the workplace; if we are not to continue accepting high levels of unemployment. The apparently contradictory answer to the problem is that Australia must encourage high technology development in order to become economically competitive; but it must also restructure work so that everyone benefits from the technology rather than employers, technocrats and investors only. The paper concludes by pointing out the implications for compulsory and post-compulsory schooling and for recurrent education, through which young and old can be made more aware and in control of developments.

* School of Education, University of NSW and Commission for the Future.

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SOUTH AUSTRALIAN COUNCIL ON TECHNOLOGICAL CHANGE 85/AB: 138

Annual Report. Adelaide, S.A.: Technology Advisory Unit, Ministry of Technology, 1984 [17p.]

This third Annual Report of the Council covers work undertaken during 1983. It outlines in Chapter 2 development of Guidelines for the introduction of technological change in South Australia, based on the need for thorough analysis and development of proposals for such change, and effective communication, consultation and negotiation with registered employee organisations. The chapter sets out the Guidelines for the public sector. Chapter 3 spells out the principles for use by the government in considering proposals by special interest groups that a particular change should be prohibited or impeded. Intervention should be considered only where the potential social costs exceed those which must be accepted in a dynamic society; where the change adversely affects a substantial proportion of the community; where the change may cause severe harm to a particular group, particularly a disadvantaged group. In Chapter 5, the report emphasises the need to increase community awareness of technology and its effects and outlines action taken by the Council to this end.

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SOUTH AUSTRALIAN COUNCIL ON TECHNOLOGICAL CHANGE 85/AB: 139

Automated Fuel Systems. Technology Appraisal. Adelaide, S.A.: Ministry of Technology, May 1984 [25p.]

This is one of a series of publications intended to ensure that industry, commerce, trade unions and the community are receiving adequate information on new technologies (see also A64, 84/AB:112).

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AUSTRALIA. NATIONAL TRAINING COUNCIL 85/AB: 140

Occupational Analysis of the Computer Service Industry. Training Development Series. Canberra: AGPS, 1984 [80p.]

The 1981 survey reported on in this publication was commissioned to provide information on the skills, knowledge, attitudes and attributes required to instal, maintain and service highly complex computer technology and systems.

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AUSTRALIAN COUNCIL FOR EDUCATIONAL ADMINISTRATION (ACEA) 85/AB: 141

Educational Administration Review. Bulletin of the Australian Council for Educational Administration, Vol.3, No.1, Autumn 1985 [50p.]

The three main articles in this issue are based on papers presented at the 1984 national conference in Canberra on Technology - Educational Administration. Each article takes up a different aspect of the impact of technology on educational administration. The first paper, Administration, Technology and Education by Richard Hooper, examines the relationship between technology and administration in the context of 'the Information Society', and then goes on to consider educational technology - the relationship between technology and teaching/learning.

The second paper, Changes in Educational Administration Necessary to Cope with Technological Change by Richard Bates discusses some of the undesirable effects of technology such as de-skilling of the workforce and the use of technology for administrative purposes in a way which reinforce hierarchy and exclusiveness of knowledge to an elite. It argues for an alternative technology which emphasises collaborative decision-making, personal relationships and shared social responsibilities.

The paper by Arthur Kratzman, Knowledge Network Authority of Western Canada: The Educational Uses of a Telecommunications Satellite, details the use of telecommunications, television and promotion of communication to provide an ever-changing open learning system which has wide public acceptance and use.

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U.K. FURTHER EDUCATION UNIT (FEU) 85/Ab: 142

Information Technology in FE. An Occasional Paper. London, U.K.: FEU, 1984 [27p.]

Information Technology (IT) is a rapidly developing area. This 'snapshot' survey of about twenty Further Education (FE) colleges in the U.K. covers policy and current practice in IT, and highlights some underlying problems. The report discusses the problem of definition in IT, and goes on to cover such aspects as the development of policies in colleges; relationships with local authorities and with schools; equipment, staffing and accommodation; the uses of IT and its impact on mainstream curricula. The survey indicates a need for major national investment in the provision and co-ordination of software and support for establishing IT in colleges of further education.

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JOHNSTON, Ron 85/AB: 143

Education and Technology for the Workplace of the Future. Paper presented at the U.S.-Australian Joint Seminar on the Future Impact of Technology on Work and Education, Monash University, Melbourne, September 17-21, 1984. Wollongong, NSW: Department of History and Philosophy of Science, University of Wollongong, 1984 [24p.]

This paper argues that any assessment of the effects of education and technology on the shape of future work must be based on a recognition that there are differing ways of introducing technology and differing categories of work. Most evaluations of the effects of technology on work - whether pessimistic or optimistic in approach - accept common assumptions: that the sweep of technology is inexorable; that economic values alone dictate the development and adoption of a new technology; that technology leads to displacement of human labour; that its introduction is entirely controlled by capital and determined by its interests and objectives; that workers can have no role in shaping the introduction and effects of technology. Such predictions take little account of the many barriers to the introduction of technology (such as direct and indirect costs, the knowledge required to use the technology effectively and efficiently, markets); or of the fact that the introduction of technology can be directed towards any of a range of objectives and is not solely determined by cost and the desire to replace labour.

The paper goes on to analyse work as it is presently constituted in our society, differentiating six types of labour market; independent primary, subordinate primary, secondary, alternative, unpaid, convivial. The independent primary labour market offers stable, secure, well-paid professional or skilled employment with career progression. The subordinate primary similarly offers stable and relatively secure employment, higher wages and the benefits of unionised labour in jobs such as industry, sales, clerical and transportation. The secondary labour market is the preserve of casual labour, requiring few skills and offering low pay and little job security. These three constitute the formal labour markets. The informal labour market includes those transactions which are not formally recorded as employment, such as the alternative (or black) economy (ranging from crime to cash transactions where no tax is paid); the unpaid labour involved in households and small family businesses; the productive activities in which people engage for pleasure such as hobbies.

Disaggregation of work in this way allows analysis of the varying effects and needs of work in the different areas and of the effects of technology. The paper discusses issues arising in each of these areas, pointing out that each will be affected differently by new technology and by economic changes and will have different needs for education. To focus entirely on the primary labour market, as most research has done, is to consider only a very small part of work. Thus, education - far from fitting individuals to the needs of technology - should seek to equip individuals to understand the nature and dynamics of technology and to contribute to the shaping of technology in the interests of the society.

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WINDSCHUTTLE, Keith 85/AB: 144

High Tech and Jobs. In Australian Society, Vol.3, No.5, November 1984 [p.11-13]

The current efforts and enthusiasm of parents, teachers and others involved in preparing students for a high technology future needs reappraisal. Australia's only gain from producing a generation of computer-drilled students will be large numbers of over-qualified, highly dissatisfied young people with a range of skills largely unwanted in the labour market. This article argues that these are the conclusions to be drawn from evidence presented by United States and Australian labour market and education analysts at a 1984 seminar on education and technology. The main theme of papers by persons such as Henry Levin and Russell Rumberger (Stanford University) and Richard Sweet (NSW TAFE) was that most job growth in advanced industrial countries in the coming decade would be in low-skilled areas at the bottom of the occupational hierarchy; predominantly part-time, casual or on contract; characterised by declining trade union membership, deteriorating working conditions and the collapse of on-the-job training; offering no career paths; subject to constant deskilling and extreme divisions of labour.

These predictions are contrary to the currently accepted wisdom of the need to train a highly skilled workforce for a high technology future. If they are true, there are two kinds of responses which can be made in education. One is to accept our fate and educate students for the jobs they are likely to get. The implication of this is that the public schools would then be relegated to producing the future cleaners, waitresses, sales assistants and short-order cooks. Alternatively, we can regard the statistics as providing urgent grounds for policy changes in the direction of taking control of the future rather than drifting with the current. This, in fact, will require more education and not less, a major upgrading of the education system and greater research efforts to produce a high tech/high skill economy from which all can benefit. An investment in human resources offers the best chance of avoiding the fate decreed by the economic drift of the past decade.

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LARCOMBE, Graham 85/AB: 145

The Future of Employment. In Inner Voice, No.38, July 1984
(published by Inner Sydney Regional Council for Social Development
Co-op Ltd, P.O. Box A555, Sydney South 2000) [p.4-5]

This article looks briefly at the fundamental changes in employment patterns which have taken place in advanced industrial countries. Among other factors which have led to permanent losses of jobs, the article cites: the decade-long economic recession affecting the international economy; associated declining markets and falling profits leading to a major initiative in reducing labour costs; making use of new capital-intensive technologies.

The major job losses have been in the manufacturing sector. Although it has been argued that as modern economies develop there is an expanding demand for services and less for manufacturing, it is also true that manufacturing remains crucial in economic and employment terms in the most prosperous of the advanced industrial nations. For example, manufacturing employment as a percentage of total employment is: West Germany 45 per cent, Japan 35 per cent, Sweden 32 per cent, USA 30 per cent, while in Australia the percentage has fallen to 19 per cent. Recent studies indicate that many of the problems of Australian manufacturing are linked to the dominance of key sectors by large transnationals. Rapid technological change in the manufacturing sector is also having a major impact.

At the same time, the article warns that there are limits to the capacity of the service sector to create employment at a rate to keep the economy anywhere near the government goal of full employment. In addition, many of the new industries do not create stable, full-time, well-paid jobs. Most of the new jobs being created in the tourist, entertainment and catering industries are seasonal, casual or unstable. Recent US research suggests that 'hi-tech' job creation potential is likely to be much smaller than originally anticipated. Also the development and application of advanced technology bring with them the potential to deskill jobs and eliminate others leading to greater polarisation of society with increasing disparities in income, skills and power. In a recent US study (by Bluestone and Harrison) on the 'high tech' strategy in New England, where the decline of traditional manufacturing (clothing, textiles and footwear) has been matched by a phenomenal growth in employment relating to production of computers, jet engines and medical instruments, it was found that only 3 per cent of those retrenched from traditional industries found jobs in the new industries.

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AUSTRALIA. DEPARTMENT OF EMPLOYMENT AND INDUSTRIAL RELATIONS. 85/AB: 146
BUREAU OF LABOUR MARKET RESEARCH

Structural Change and the Labour Market.

INSTITUTION Bureau of Labour Market Research (BLMR); Contact person: Mr T. KARMEL

TIME End 1984 - March 1986

PLACE National

This study is setting out: to examine past patterns of change in employment, output and labour requirements in order to gauge the effects of structural change on employment; to identify the labour market adjustments which take place in accommodating change; to identify those factors in the labour market which facilitate adjustment; to identify the broad labour market policy options which will assist structural adjustment and ease the costs associated with that process.

Methods used will include: synthesis of previous research findings; analysis of Australian Bureau of Statistics (ABS) and BLMR data; econometric modelling; simulations using the ORANI economic model.

DOCUMENTATION

- Working and technical papers to be published.
- A report will be published by mid-1986, covering: concepts and past patterns of change; adjustment processes; case studies in adjustment; market efficiency and impediments to change; industrial relations; welfare effects of structural change; the role of government; future change; policy implications.

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AUSTRALIAN BUREAU OF STATISTICS (ABS) 85/AB: 147

Labour Statistics Australia 1983. ABS Cat.No. 6101.0. Canberra: ABS, 1984 [203p.]

This is the seventh in the series, and, like its predecessors, brings together labour statistics already published by the ABS. Data sources and full technical notes are covered in the two appendices. Most figures relate to 1983 but where possible time series are given back to 1973.

This issue also however gives an outline of recent developments in the ABS and of efforts to upgrade labour statistics in response to user demands. New areas explored include underemployment, labour underutilisation, and marginal attachment to the labour force and there are now statistics relating to the career paths of apprentices and of tradespersons. There is also a brief discussion of the work being done on the new Australian Standard Classification of Occupations (ASCO).

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U.K. EQUAL OPPORTUNITIES COMMISSION (EOC) 85/AB: 148

Occupational Segregation by Sex. EOC Research Bulletin No.9, Spring 1985. Manchester, U.K.: EOC (Overseas House, Quay Street, Manchester M33HN), 1985 [107p.]

This Bulletin draws together the findings of some of EOC's recently commissioned studies on sexual segregation of jobs. The following table of contents indicates the range:

Recruiting Gender Stereotypes for the Office
Margaret M. Curran

Jobs for the Boys: Recruitment into Life Insurance Sales
David Collinson and David Knights

Technology as a Factor in Occupational Segregation
Cynthia Cockburn

Gender Relations and Job Loss: A Case Study Approach
Sylvia Walby

A Compendium of Research into Women and Employment
Sue Speakman and Jane Spicer

This covers:

Women and Employment: Some general surveys and studies
Training, Recruitment and Employment Policies
Organisation and Hours of Work
Industrial and Occupational Studies
Local Labour Market Studies
Employment Law
Health Services Studies
Trade Union Studies
New Technology

Two of the studies, by Curran and by Collinson and Knights, look at the point of entry to employment and investigate, in different contexts, the extent to which job segregation is determined by the recruitment process itself, and by the attitudes and behaviour of those operating it. Cockburn's paper examines how far existing patterns of male and female employment are reproduced when new technologies are adopted in place of the old. And Walby's study of job loss underlines the importance of job segregation in determining whether it is women or men who suffer the most redundancies. The compendium of research is a selection of entries from EOC's register of research on sex discrimination and equal opportunities issues. Each entry provides a brief abstract as well as information on author, title, funding and completion/publication dates.

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WHITTINGHAM, Bruce 85/AB: 149

Female Labour Force Participation in the Full-time and Part-time Labour Markets. Working Paper No. 43. Canberra: Bureau of Labour Market Research, Department of Employment and Industrial Relations, May 1984 [26p.]

The labour force participation rates of women in Australia have increased dramatically in the last twenty years, most of the increase being accounted for by increased participation of married women, particularly in the part-time labour market. In the same period, the participation rates of non-married women have fallen, both overall and in the full-time market, though there has been some increase in the part-time market. The aim of this paper is to examine whether these changes in participation can be explained within the context of the standard work-leisure theory; that is, the economic theory which links workforce participation with choice between work and leisure. Data covering the period 1966 to 1980, for both full-time and part-time markets and both married and non-married females, are analysed.

Section 2 of the paper contains an outline of the empirical model employed, while the results from applying this model to married females are presented in Section 3. The empirical results for non-married females are contained in Section 4, and an assessment of all empirical results is given in Section 5. The results of the analysis provide little support for the economic theory which describes the choice between work and leisure. This seems to be due largely to inadequacies in the recorded participation data for females. The implications of the finding are discussed in the concluding Section 6.

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O'DONNELL, Carol 85/AB: 150

The Changing Role of Women Workers. Presented to the Conference on Regional Development and Industry Policy. Occasional Paper No.2. Darlinghurst, NSW: Women's Directorate, Department of Industrial Relations, March 1985 [6p.: mimeo]

This paper gives a brief overview of the current situation in women's employment, pointing out that women fare worse than do men in the labour market. Their wages are lower and their jobs tend to be casual, temporary and part-time. Women in the workforce continue to be disadvantaged by discriminatory attitudes, a structure of work-life and an industrial system developed at a time when men were assumed to be the 'breadwinners' for a dependent wife and children. It is true that the situation of women has improved in the post-war period, but economic recession is now dividing women into the minority with adequately paid career structured jobs and those relegated to dead-end and insecure employment. The paper goes on to discuss these trends as they are illustrated in women's employment in manufacturing industry (clothing) and in the service sector where both expansion and casualisation of employment are taking place.

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AUSTRALIA. BUREAU OF LABOUR MARKET RESEARCH. 85/AB: 151
DEPARTMENT OF EMPLOYMENT AND INDUSTRIAL RELATIONS

Youth Employment Patterns. Research Report No 5. Bureau of Labour Market Research. Canberra: AGPS, 1985 [130p.]

The main objectives of this report were to:

- describe the main changes in youth employment patterns
- establish the extent to which the observed employment trends among youth can be explained by broad changes in the industrial and occupational structure of employment
- examine whether conclusions based on national data can be applied to individual States
- suggest possible explanations for the observed patterns not accounted for by structural changes.

After a brief overview, Chapter 2 describes the changes in the main indicators since 1971, and concentrates on broad employment patterns experienced by youth (teenagers and young adults). Later chapters deal with different aspects of these patterns and attempt to identify some of the causes. Chapter 3 examines the industrial structure of youth full-time and part-time employment, and the question of how far the decline in full-time employment among teenagers can be explained by changes in Australian industrial structure. The particular case of the decline in youth employment in the public sector is pursued in Chapter 4. Chapter 5 investigates the occupational structure of youth employment and Chapter 6 the extent to which national conclusions can be applied to the States. The final chapter discusses the policy implications of the analysis, and outlines areas where further research is needed. There are seven appendices, of which four contain tables relevant to Chapters 3,4,5 and 6, and one lists earlier BLMR papers on youth employment patterns. The remaining two appendices are more substantive; the first compares Census with Population Survey Estimates, and finds the differences hard to explain. The second concerns the significance of falling participation rates in explaining teenage employment loss in the public sector. Each chapter ends with a summary of conclusions reached, and there is also a general two-page summary 'in brief' at the beginning of the report. (To summarise these summaries would be to lose all accuracy, since perhaps the main conclusion is that very little is true for both teenagers and for young adults, and very little is true for both sexes.)

Although the report as a whole is about youth employment patterns, and youth is defined as including both teenagers and young adults, the final chapter points out that the downward trends in teenage employment are a major source of problems experienced by youth in the labour market, and that teenage employment prospects remain bleak. The policy implications which are then discussed all relate to the best way of helping teenagers increase their level of full-time employment. Three broad options are suggested:

- to improve teenagers' competitiveness in the labour market through measures involving education, training and work experience
- to provide some protection to teenagers against competition by offering wage subsidies, establishing quotas or affirmative action programs

. to restructure work patterns so that the existing number of jobs can be shared among a larger number of employees.

The first option is found appealing in that it goes to the core of the problem, and that, while improving the abilities which youth can offer employers, some measures will in any case delay the entry of teenagers into the labour market, and thus allow the size of that market to shrink. The second option might help teenagers only by lowering employment levels in other groups, and in any case measures such as quotas and wage subsidies might help teenagers in the short run but would leave the discrepancy between their abilities and those of adults. In order to reduce competition generally, working patterns need to be restructured.

The three broad options are not, of course, mutually exclusive, and one possible solution would be the introduction of cadetships which would combine permanent part-time work with increased education, training and work experience for teenagers. To hasten the effectiveness of such a scheme a quota or wage subsidy could be used for three to five years. In practice, however, such quotas or subsidies would be politically difficult to remove.

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MACKAY, K.R. 85/AB: 152

Occupational Change and the Influence of Occupational Segregation on Youth Employment. Working Paper No. 42. Canberra: Bureau of Labour Market Research, Department of Employment and Industrial Relations, May 1984 [40p.]

This working paper examines current youth employment patterns and changes in those patterns. It is based partly on Australian Bureau of Statistics data for 1971 and 1981, and partly on the more detailed occupational information from the 1976 Census. The analysis identifies the occupations in which a large proportion of young people are employed, and also those in which they are disproportionately concentrated.

It is shown that there are important differences in the employment structures of teenagers and those of young adults, as well as between those of young males and those of young females. Although from the 1976 census it seems that some age segregation persists, other results indicate the importance of competition even with adults. Young males are concentrated in declining occupations, but their level of employment in these occupations has actually increased over the ten years 1971 to 1981. Conversely, although 15-20 year old females are under-represented in declining occupations, they experienced a falling level of employment, concentrated in fast-growth occupations. Female 20-24 year olds were concentrated in fast growth occupations and recorded large employment increases in them. The author points out that age segregation can both restrict youth employment and protect it from adult competition. He suggests therefore that instead of aiming at breaking down age barriers it would be safer to concentrate on youth education and training programs.

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COLEMAN, Marie* 85/AB: 153

Unemployment and the Future of Social Policy. In Australian Journal of Social Issues, Vol.20, No.1, February 1985 [p.3-11]

This paper was originally prepared for a seminar of the Australian Institute of Public Administration, the topic of which was 'A Generation Unemployed? - Problems and Responses for Public Administration'. The paper considers the extent of hidden unemployment and where the burdens of unemployment are falling. It examines some of the future implications of unemployment for social policy, including potential effects on social cohesion and the possible policy responses. It also looks at potential effects on economic dependency and the likely policy implications.

The paper begins with a statement that public social policies and programs of the future bearing on employment and unemployment will be influenced by a range of factors including: the demographic profile of the population; the cohort experiences within that profile; the overall performance of the Australian economy; the prevailing politico-social philosophies; and the prevailing mode of service delivery and public administration.

The demographic trend in Australia is towards an increasingly older average age of the population, a trend which will have significantly different implications for social welfare outlays at the Commonwealth and State levels because State outlays are concentrated on areas such as education for the young, and Commonwealth outlays are concentrated on expenditures on the aged such as pensions and nursing homes. A review of cohort experiences indicates that voluntary early retirements have increased, as have involuntary early retirements; and older workers and women are among the main groups of hidden unemployed. The situations in family formation and housing are also of particular relevance.

The prospects of older workers (men and women over 40-45) are a matter for major concern by governments. For many, the future is one of living alone, on government benefits or on a very low income compared with that of others in the community, and living in private rental accommodation which consumes a high proportion of income. Labour force training schemes to date, however, have not focused on these workers.

The paper goes on to consider the public provisions available to members of this group and the shortcomings of these various provisions. The employment incentives and training initiatives for adult women are also reviewed. It is recommended that, in order to avoid the undesirable effects of turning women, the retired, the disabled, Aboriginals, or other similar groups into entirely marginal sectors of our society, it is necessary to develop policies which categorise them as part of the economic mainstream of the community, to develop their skills and to plan cash supports for them on that basis. In particular, as far as women are concerned, access to affordable, reasonable quality child-care is a prerequisite to workforce participation, the importance of which must not be underestimated.

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* Special Adviser in the Commonwealth Social Welfare Policy Secretariat.

The paper concludes with comments about the future pattern of workforce attachment in Australia. The likelihood of increased incidences of intermittent workforce attachment and low income earning will be reflected in an inability to make private provision for retirement, in a dependence on public housing (or resultant appalling poverty in the private rental market) and in a diminished personal income tax revenue base. Deficiencies in the current Australian approach to localised service delivery need to be addressed. Reforms to education (for adults as well as children), restructuring major sections of the economy, improvements in access to affordable housing and child care, revising the conceptual basis of income supports are all issues which need to be on the economic and social policy agenda.

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AUSTRALIA. DEPARTMENT OF SOCIAL SECURITY. DEVELOPMENT DIVISION. RESEARCH AND STATISTICS BRANCH. STATISTICS SECTION 85/AB: 154

Quarterly Survey of Unemployment Benefit Recipients. 15 February 1985. Canberra: Department of Social Security, 1985 [52p.]

This quarterly collection of statistical information is arranged in three sections. Section I covers Unemployment Benefit Recipients current at 15 February 1985; Section II deals with terminations of benefits; Section III categorises recipients during the twelve months to 15 February 1985. The main features of the survey are listed at the beginning:

- 41.1 per cent of male beneficiaries and 72.4 per cent of female beneficiaries were under 25 years of age
- 74.0 per cent of all beneficiaries had no dependants
- 17.4 per cent of all beneficiaries had dependants
- 24.9 per cent of all beneficiaries were born overseas
- 206,352 (33.6 per cent) beneficiaries had been on benefit for a period of 12 months or more at the survey date. The corresponding figure at February 1984 was 208,710 (32.8 per cent). Of the 206,352 at February 1985, 102,422 had been on benefit for 1 to 2 years (down by 32,495 from February 1984) and 103,930 for more than 2 years (up by 30,137 from February 1984)
- 82.0 per cent of all beneficiaries had no income other than unemployment benefit
- The mean duration of current benefits surveyed in February 1985 was 53.0 weeks, while the median current duration was 26.7 weeks
- The mean duration of benefits terminated during the 14 weeks ended 15 February 1985 was 27.6 weeks, while the median duration of terminated benefits was 12.7 weeks
- 24.9 per cent of current beneficiaries experienced two or more benefit episodes during the previous 12 months.

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STUART, Andrew* 85/AB: 155

Changes in the Social Distribution of Unemployment Benefit Duration 1980-83. In Social Security Journal, June 1984 [p.19-34]

The growth from about 6 per cent to over 10 per cent recorded unemployment in Australia during 1981-83 represents a significant social change. Not only has there been an inflation of the numbers unemployed, but there has been a redistribution between social groups of the total time spent in unemployment. This article examines these social changes using a flows analysis of the unemployment beneficiary population.

Changes in the stock levels of unemployment beneficiaries during 1980-83 are related to a longitudinal analysis of inflow and outflow data (persons taking up and quitting unemployment benefit). This analysis is presented separately for different age and sex groups and for those with and without previous work experience. The share of total completed unemployment durations suffered by different age and sex groups is also examined.

A major conclusion of the paper is that the growth in unemployment of 1981-83 is creating greater inequality in the way time on unemployment benefit is divided between social groups. While most of the increase in beneficiary numbers was caused by a massive influx of males aged 25 and over who had previous work experience, the longer term effects of the increase will be felt by those who are young, female, or have no previous work experience.

* Formerly Department of Social Security; now with Bureau of Labour Market Research, Department of Employment and Industrial Relations, Canberra.

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STRICKER, Peter 85/AB: 156

Teenage Unemployment in Australia: measurement, extent and explanations. Research Paper No.2. Melbourne, Victoria: Victorian Institute of Secondary Education (VISE), August 1984 [15p.]

In this paper, the conventional labour market definitions used by the Australian Bureau of Statistics (ABS) are quoted and discussed, and it is pointed out that there is a need for statistics which go beyond those conventionally defined and which, in particular, throw light upon the extent of involuntary partial unemployment and hidden unemployment. For some young people education may in any case be a satisfactory alternative to employment (see also Stricker: 84/AB: 16, 249).

A brief survey of long-term trends in youth labour force participation is followed by a more detailed account of changes between 1967 and 1982. A distinction is made between the two quite separate labour markets for teenagers, for full-time work and for part-time. Since 1974 unemployment among teenagers seeking full-time work has soared, and although the part-time labour market has been relatively strong, it mainly benefits those still at school full-time. The next section considers factors contributing to these recent developments. The key factor is seen as being the general cyclical downturn, but others which have possibly contributed are changes in industrial structure, wage factors, technology and participation in education.

Recent research into the dynamics of the youth labour market has shown that whereas many young people experience a succession of short spells of unemployment, a small group of them are now unemployed for very long periods. The paper suggests that future research should seek to identify the characteristics of those in the latter category, in order that suitable policies can be designed to assist them. In his conclusion Stricker emphasises that young people carry a disproportionate share of total unemployment, and that this justifies efforts to alleviate it. Nevertheless, youth would be helped more by efforts towards developing a more favourable macro-economic climate.

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KING, Susan 85/AB: 157

Reciprocal Links Between Unemployment Statistics and Policy with Special Reference to Youth Unemployment. Paper presented to the Conference on Unemployment in Australia - Perspectives on Measurement. Canberra: Office of Youth Affairs, Department of Prime Minister and Cabinet, April 1985 [34p.]

The paper examines the relationship between what is known about unemployment and what policies are adopted. The author points out that the sharp rise in even conventional measurements of unemployment has raised awareness of the need for remedial policies; but on the other hand consideration of what policies to adopt may itself affect the perceived need for statistics.

In enlarging on this last point, King distinguishes between the effect of policy deliberations on how statistics are viewed, and on the demand for new measurements. The first has led to concern about how conventional unemployment statistics leave out the 'hidden unemployed' and has led to considerable effort on the part of the Bureau of Statistics to estimate the size of this gap. Its definition is shown now to include three extra categories, the underemployed, those marginally attached to the labour force, and those neither in the labour force nor, however marginally, attached to it. The author shows that even those in the third category are rightly the object of concern. In her discussion of the demand for measurements in new fields, she cites the case of the Department of Employment and Youth Affairs' paper Youth Policies, Programs and Issues (84/AB:82), which called for investigation of the links between unemployment, school participation and financial factors, and also the Australian Institute of Multicultural Affairs (AIMA) paper Reducing the Risk (85/AB: 149), which calls for further surveys of migrants in the labour force, and assessment of the extra risks to which they are subject.

In a separate section the case of the Kirby Report (85/C:91) is considered. The conclusions of the Report are shown to be largely based on the acknowledgement that 'the hidden unemployed' exist and they are included in the Kirby definition of 'jobless'. According to this definition, while the unemployment rate for 15-19 year olds was 23.8 per cent in September 1983, their **jobless** rate was 33 per cent. The Kirby Committee have called for the publication of additional information in several related fields, in order that their other recommendations may be better implemented.

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McRAE, Ian 85/AB: 158

The Australian National Longitudinal Survey. Conference Paper No.44. Presented to the Meeting of the American Statistical Association, Philadelphia, 13-16 August 1984. Canberra: Bureau of Labour Market Research, Department of Employment and Industrial Relations, August 1984 [23p.]

This publication describes the background to, development and aims of the Australian National Longitudinal Survey (84/AB:160#). Sections 2-3 of the paper briefly discuss background and development. Sections 4-6 detail the aims, the data and their use in evaluation of labour market programs. The sample design and estimation procedures are described in Sections 7-9. Section 10 notes briefly some practical aspects of data collection and Section 11 comments on the methods of analysis likely to be used.

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BROOKS, Clive and Paul VOLKER 85/AB: 159

The Probability of Leaving Unemployment: the Evidence from Australian Gross Flows Data. Conference Paper No.47. Canberra: Bureau of Labour Market Research, Department of Employment and Industrial Relations, September 1984 [34p.]

This paper examines how the probability of leaving unemployment varies with the time spent in unemployment and with the age, sex and marital status of the unemployed. Section 2 describes the data used. Sections 3-5 describe the methodology and analyse the relationships between probability of leaving unemployment and demographic and duration of unemployment aspects. The study indicates that the probability of leaving unemployment decreases as the duration of unemployment increases; that married women are more likely to withdraw from the labour force than are men; that males experience a higher concentration of unemployment weeks among the long-term unemployed than do females. Section 6 considers the question of the stage of unemployment at which government programs should be directed.

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NURICK, John 85/AB: 160

Too Few Jobs? Why Governments can't Cure Unemployment. Policy Paper No. 2. Perth, W.A.: Australian Institute for Public Policy, December 1984 [82p.]

This paper is derived from one published in 1982 by the Institute of Economic Affairs in London, but has been adapted to Australian circumstances. After a historical/intellectual background, there is a survey of Australian unemployment statistics, and a discussion (based largely on Hayek and his successors) of the relationship between unemployment and the level of real wages. It is to be noted, however, that because there is little difference between welfare payments and unskilled earnings after tax, some people find they are better off unemployed. The new wider concepts, 'marginally attached to the workforce' and 'discouraged job-seekers', recently introduced by the Australian Bureau of Statistics, should not be taken seriously since the only acceptable indication of whether someone wants a job is whether he or she has been looking for one. There is in fact a great deal of activity in the labour market, with many people changing their labour force status, and this belies the popular picture of a massive stagnant pool of permanently unemployed. Instead of current unemployment statistics, it would be better to have a 'strategic indicator' limited to the numbers of unemployed men between 25 and 54 who had been out of work for over six months, as this would avoid distractions such as school leavers and the different characteristics of the female workforce.

The author proposes ten policies to free the labour market and enable it to absorb displaced workers: the arbitration system should be abolished, and wages set by the market; employment contracts should be voluntary and legally binding; the legal privileges of trade unions should be minimised; unemployment benefit for school-leavers should be abolished; a regional cost-of-living index should be introduced, and this should result in a reduction in the general level of unemployment benefit, though there might be at the same time a periodical extra payment every six months or so to assist the long-term unemployed. (It is noted that the reduction of government unemployment benefit might encourage the development of private sector unemployment insurance.) The welfare and tax systems should be simplified and integrated in order to make work financially worthwhile. Payroll tax should be abolished or at least reduced. Rent controls should be removed, and housing commission rents should be set by the market. Estimates should be published of the 'natural rate of unemployment' - meaning the rate compatible with long-term economic stability. Finally, the employment clauses of the race and sex discrimination laws should be repealed.

The paper recognises that these ten proposals are unlikely to be regarded as politically acceptable, at least by the present government, and therefore adds three possible 'small steps in the right direction': some change in wage relativities should be achieved, perhaps by the Economic Planning Advisory Committee (EPAC); arbitrators should be required to choose one side or another of a dispute, without being allowed to suggest compromises; payroll tax should at least be revised so as to reduce the relative cost of employing a low-paid worker. One final recommendation is a substantial reduction in government spending, in order to permit reductions in tax rates for low incomes, thus increasing the incentive to take work.

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NEVILE, John W. 85/AB: 161

Obstacles to Full Employment. Paper delivered at Sixth National Conference of Labour Economists, October 1983. Kensington, NSW: Centre for Applied Economic Research, University of NSW, 1983 [5p.]

It is no longer certain what full employment means, but at the very least the immediate aim should be to halve unemployment to a rate of 5 per cent. The most important obstacles to doing this are the advice given to the government on the need for a tight macro-economic policy to prevent a resurgence of inflation; and the behaviour of union leaders and others, coupled with general lack of restraint in income claims, which make plausible such conservative advice.

The three types of unemployment (frictional, structural and due to inadequate demand) are inextricably mixed. Nevertheless, in Australia as a whole the most important single cause has for the last seven or eight years been the low level of aggregate demand. Automation may be the cause of some unemployment today, and may be a great obstacle to full employment in the future, but it is not a major factor at the moment. Structural factors cannot be completely ignored but if they were of major importance this would show up in a clear growth of productivity which has not in fact taken place.

Real wages certainly have some effect on employment levels, but there is dispute over the exact mechanism by which this occurs. Two econometric models which purport to estimate the effect of real wages on unemployment in fact reflect assumptions built in to each model. Moreover, if the big rise in real wages in 1974/75 had caused the big rise in unemployment, there should, according to theory, have been a marked rise in productivity and, as already pointed out, this did not happen. Still, real wages which are inflexible downwards may limit the effectiveness of government policies to reduce unemployment, because an increase in employment may lead to increased spending on imports, and hence to a devaluation. In turn, unless real wages can be reduced, the devaluation may negate the employment-increasing effects of the expansionary policy. This is not, however, a serious danger in present (1983) circumstances.

The paper continues with an examination of the cyclical and structural components of the Australian budget deficit, and it is pointed out that the deficit is determined by the combination of the stance of fiscal policy and the actual state of the economy. From 1977-78 to 1981-82 fiscal policy was savagely contractive, and monetary policy insufficiently expansionary to counteract it.

Contractionary policies are the result of Treasury fears about inflation, and the apparent belief that a significant fall in the level of unemployment will inevitably lead to the demise of the Prices and Incomes Accord. Although the author does not accept this premise, he explains that the Treasury view is to some extent justified by the fact that present inflation in Australia is 'cost-push' resulting from income claims which add up to more than the total increase in income that the economy can deliver. Unfortunately, the moderation in income demands induced by high levels of unemployment takes a long time to wind down the rate of inflation, so unemployment may have to be kept at a high level in order to prevent the rate of inflation rising again.

The paper concludes that it is vitally important that the Prices and Incomes Accord should succeed, and this requires the majority of individuals to subordinate their immediate self-interest to the common good.

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VICTORIA. COMMITTEE FOR DEVELOPMENT OF YOUTH EMPLOYMENT 85/AB: 162

Barriers to Youth Employment. A discussion paper and recommendations.
Hawthorn, Victoria: Committee for Development of Youth Employment
(611 Glenferrie Road, Hawthorn 3122), January 1985 [16p.:mimeo]

Outlining the unacceptably high levels of youth unemployment in Australia, this paper considers some of the factors influencing unemployment of young people and argues for action to improve the situation. Among the causes of youth unemployment, the Committee lists: levels of youth wages; educational deficiencies; structural change in labour markets and workforce; resistance to job-sharing and permanent part-time work; the fragmented nature of Federal and State youth employment schemes; the decline in public service job opportunities for young people. Some of these are discussed in the paper, along with the use of the United Kingdom Youth Training Scheme as a possible model to provide training for young people and incentives to employers to participate.

Three main recommendations are made: for a national summit or forum on Barriers to Youth Employment; for an inquiry into youth wages, possibly by the Arbitration Commission; for the development by government of initiatives and programs for the regeneration of the manufacturing industry as a stimulus to economic growth, and the creation of employment especially for young people.

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BOROWSKI, Alan* 85/AB: 163

Youth Wages; Facts Amid the Myths. In Australian Society, Vol. 4, No. 3, March 1985 [p.19-21]

Can youth unemployment be significantly reduced by lowering youth wages? The article describes the background to the current public debate in Australia: unemployment rates for young people continue to rise while overall rates fall; OECD experts have concluded that lowering youth wages would not reduce youth unemployment in Australia; the Victorian Liberal Party have proposed that unemployed people under 25 should be given trainee jobs at half award wages; the Kirby committee have recommended a national training scheme with negotiated wages for young trainees. The debate so far has shown no clear understanding of the relationship between youth wages and youth unemployment.

The article goes on to discuss the parallel debates in Canada and the United States. Studies there and in Australia have shown that labour costs have had an adverse effect on youth employment, but in the United States the minimum wage cannot account for the bulk of youth unemployment, and in Australia the compression in youth-adult wage relativities occurred mostly before 1974 and so can only partially explain the continued rise in youth unemployment since that year. The article concludes that reducing youth wages might have some small impact on youth unemployment, but cannot be regarded as a panacea.

* Department of Social Work, La Trobe University, Victoria.

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NSW. NEWCASTLE COMMUNITY TASK FORCE FOR EMPLOYMENT. 85/AB: 164
UNEMPLOYMENT SUBCOMMITTEE

Unemployment - The Australian Response. Newcastle, NSW: Community Task Force for Employment, March 1984 [52p.]

Newcastle's Community Task Force for Employment is a voluntary organisation formed to co-ordinate the efforts of various agencies, departments and organisations working with and for unemployed people. It has a wide community base, with representatives from Technical and Further Education (TAFE), the Department of Industrial Relations, the Community Youth Support Scheme, the Volunteer Youth Program, the Premier's Department and many other local bodies. Since its formation in 1979 the Task Force has tried to inform and educate the local community, the media and representatives of all levels of government about the problems faced by unemployed people. This paper provides information on the major issues related to unemployment, highlights areas of concern and makes specific recommendations designed to alleviate the problems faced by unemployed people.

Chapters 3-5 provide an historical perspective on unemployment and government responses to it, covering in discussion levels of unemployment benefits; the duration of unemployment; its effects; government responses 1970-1984; current levels of recorded and hidden unemployment.

Chapter 6 deals in some detail with the inadequacies of unemployment benefits in terms of levels, eligibility by age and by marital status, waiting period and other provisions. It recommends raising unemployment benefits at least to the level of pensions for all unemployed people over 15 years of age, providing medical, travel and other concessions and allowing opportunity for study.

The inadequacies of government responses to unemployment are discussed in Chapter 7, and recommendations made on aspects such as education/training allowances and access. Other recommendations are based on particular weaknesses in specific programs such as the Community Employment Program (CEP) and the Community Youth Support Scheme (CYSS). The chapter also argues for taxation reform which will ensure that all Australians accept a fair share of the tax burden so that adequate responses to unemployment can be funded.

The final Chapter 8 outlines the Task Force's approach to the broad social issues of the future, discussing necessary responses to adult unemployment; redefining and restructuring patterns of work; devising new approaches to and structures for school and post-school education; providing a guaranteed minimum income; encouraging worker participation in the decision-making which must follow economic and technological change. Concluding, the report argues that unemployment is not a temporary phenomenon; that it is a problem of national importance which must be met by new thinking and approaches; that responses must be directed to both short-term and long-term needs. The forty-one recommendations made throughout the report are listed also at the beginning; a bibliography and list of government labour market programs complete the report.

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WITHERS, Glen and David POPE 85/AB: 165

Post-War Immigration and Australian Unemployment. Working Paper No. 24. Canberra: Department of Economic History, Australian National University, June 1984 [18p.]

The wisdom of maintaining high levels of migration has been questioned in the past and continues to be closely questioned today, particularly on the grounds that migration contributes to unemployment. This paper uses statistical causality techniques to investigate the relationship between immigration and unemployment in the post-war period in Australia.

The connections between migration and the Australian economy are examined in the first section of the paper. The remainder of the paper discusses the statistical technique used to investigate the relationship between migration and unemployment, reports the statistical findings and puts them in the broad context of post-war economic development and contemporary migration policy. No evidence is found that immigration contributes to aggregate unemployment. Immigration seems to have neither significantly enhanced nor reduced unemployment in the post-war period, implying a parity between demand and supply effects of immigration. This includes the recessionary period since 1974 and applies despite the changing composition of migration over the period.

It is therefore suggested that migration policy should be determined by other considerations and not be dominated by fear of causing unemployment. The previous rates of immigration experienced during recession are certainly sustainable and this includes inflows of up to 119,000 permanent settlers per annum. More important factors to be taken into consideration in formulating policy on immigration levels include longer-run economic factors and non-economic considerations such as the social contribution of migrants to the way of life of the society and a social welfare function in sharing a high standard of living with a larger number of people if adequate increases in living standards can be achieved for all residents - old and new.

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McALLISTER, Ian 85/AB: 166

Explaining Unemployment Experience: Social Structural and Birthplace Variations in Australia.* Department of Sociology Seminar. Canberra: Sociology, Research School of Social Sciences, ANU, June 1985 [27p.:mimeo]

Relatively little is known about individual factors which influence the likelihood or otherwise of unemployment. This paper argues that unemployment can be measured only over a working career and not at one point in time. It examines the unemployment experience of those who have been in the labour market for a relatively short time and relates this to age, gender, family background, education and job history; and assesses differences between birthplace groups in terms of characteristics common to all groups such as age or education, and characteristics more associated with birthplace. Research on youth unemployment has so far left the situation of differing racial or birthplace groups unclear.

The data come from a survey carried out by the Australian Institute of Multicultural Affairs (AIMA) in high immigrant areas of Adelaide, Melbourne and Sydney in June 1983. This survey collected a wide range of information (including family background, educational attainments and occupational histories) from 5,666 overseas born migrants, aged between 15 and 30. Six birthplace groups were sampled: from the United Kingdom, Italy, Greece, Yugoslavia, Vietnam, Spanish-speaking (mainly Central and South America) and Arab-speaking countries. Because of inadequacies in accepted measurements of unemployment, this analysis uses a measure of **unemployment experience**, calculated by dividing the total length of unemployment (in months) by years in the labour force, and resulting in mean months of unemployment per year of labour force participation. The paper details the application of this measure and the methods of multivariate analysis as well, and discusses in detail the findings of the analysis.

Three major conclusions are reached. Among a range of individual factors associated with greater risk of unemployment for both Australian and overseas born are lack of labour force participation, technical education and working in a manual occupation (less job tenure). Secondly, three additional factors affect the overseas born: a relatively short period of residence; higher occupational status and the consequent difficulty of having qualifications accepted; being young. Thirdly, statistically adjusting for these social structural variations makes the birthplace groups similar to the Australian born, but there remains a significantly lower level of Italian unemployment and a significantly higher level of Vietnamese unemployment.

* The data on which this analysis is based were originally collected by the Australian Institute of Multicultural Affairs. The analysis and interpretation are the author's own.

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VICTORIAN ETHNIC AFFAIRS COMMISSION 85/AB: 167

Migrants and the Workforce. No.4: The Employment Situation of Smaller Ethnic Communities. Melbourne, Victoria: Victorian Ethnic Affairs Commission (232 Victoria Parade, East Melbourne, 3002), March 1984 [53p.]

This paper is the fourth in a series monitoring labour force trends in Victoria as they relate to the overseas born workforce (see also 84/AB: 124,125,156). It describes variations in trends of employment participation of persons from different birthplaces in November 1983. The data for the paper are drawn from Australian Bureau of Statistics (ABS) Labour Force Bulletins for Australia and Victoria, and from the 1981 Census. Part 1 of the paper is an examination of the participation and unemployment rates in Australia and Victoria. Examination of the ABS data for 1982-83 shows that the workforce participation rate for non-English speaking (NES) migrants is dropping while that of migrants from English speaking (ES) countries continues to increase. The indications are that NES migrants are withdrawing from the labour force in the face of high unemployment and that they are bearing the brunt of major structural changes occurring in industry in Victoria.

Using 1981 Census and ABS statistics, Part 2 of the paper separates the trends for smaller immigrant communities from Europe, Asia, America, Africa and Oceania. Within each of these areas a number of broad categories are differentiated: Europe (Eastern, Southern, Northern); Asia (Southern, Middle Eastern, Far East, Indo-China, South East Islands); America (USA and Canada, Central and South America); Africa (Egypt, Mauritius, South Africa); Oceania (mainly New Zealand with some from Fiji, Papua and New Guinea, and Tonga). Specific information for each country within these categories is provided in twenty pages of tables in the Appendix (drawn from census cross-classified Table No.7 of the Census of Population and Housing, Cat.No. 81.501). These tables show numbers employed, unemployed, total labour force, those not in the labour force and total population aged 15 years and over at June 1981.

The main findings of the study are summarised in the introductory chapter:

Europe. Those persons born in Eastern European countries tend to have lower than average participation rates and very high unemployment rates (between 1.5 and two times the national average). Persons born in Western and Northern Europe tend to have higher than average participation rates and around national average unemployment rates. Persons born in Southern European countries tend to have high labour force participation rates and higher than average unemployment rates.

Asia. Persons born in the Indian sub-continent, Malaysia and Singapore have average participation rates and lower than average unemployment. This contrasts with persons born in Middle Eastern countries and the Indo-China region all of whom have very high labour force participation rates and high unemployment rates.

America. Persons born in USA and Canada have higher than average labour participation rates and low unemployment rates. Persons born in Central and South American countries have very high participation rates and very high rates of unemployment.

Africa. Three countries, Egypt, Mauritius and South Africa, account for nearly 80 per cent of the African born labour force. All groups have high labour force participation rates. However, persons born in Mauritius have high unemployment rates compared with persons born in either Egypt or South Africa who tend to have lower than average unemployment.

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EVANS, M.D.R. and Jonathan KELLEY 85/AB: 168

Equality and Discrimination in the Australian Labour Market.
Canberra: Department of Sociology, Research School of Social Sciences,
Australian National University, 1984 [47p.]

In Australia 21 per cent of the population are foreign born and a further 18 per cent are children of foreign born parents. The numbers of immigrants, their diversity and their visibility give rise to questions of whether they are the targets of prejudice and discrimination in the community. Focusing on migrants from English-speaking countries and from the Mediterranean region of Europe, this paper examines this question in the context of the labour market: whether the jobs migrants get are an indication of discrimination or are the result of selection purely on the basis of merit (that is, reflecting lower standards of education, language and other difficulties).

The paper briefly reviews previous research which indicated that migrants from Britain and other European countries do as well in the job market as native born Australians. This analysis is concerned with the occupational patterns of men aged 25-64 and uses data from the public use sample of individual records from the 1981 Census. The methodology allows separation of two types of immigrants: those who came to Australia as children and those who came later in life. It also measures important factors such as education, labour force experience and English language skills. The paper describes in detail the data and the model used, and then discusses the results.

The conclusion drawn from the study is that immigrants from English-speaking countries, northern Europe and the Third World are generally at least as well educated as native-born Australians and obtain jobs at about the same level. The exceptions are those from Mediterranean countries who tend to be less well educated and get jobs lower in status than those of the average Australian. That this apparent disadvantage is due to poorer education and not to discrimination is indicated by the fact that their children, educated in Australian schools, do about as well as native born children. It seems therefore that the Australian labour market treats everyone equally, judging them on the basis of their skills and not their ethnicity.

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INGLIS, Paul and Thorsten STROMBACK 85/AB: 169

Migrants' Unemployment: The Determinants of Employment Success. Working Paper No.49. Canberra: Bureau of Labour Market Research, Department of Employment and Industrial Relations, November 1984 [32p.]

Success in finding employment contributes in a large measure to a migrant's integration into Australian society, but there is evidence to suggest that migrants are not as successful in this as are Australian-born persons. Using data from the 1981 one per cent Census sample, this paper sets out to determine which factors contribute to the differential between Australian-born and migrant unemployment rates. These data were used in an earlier study (84/AB:123) which indicated that migrants experience high or very high rates of unemployment for their first few years of residence; the rates drop as period of residence lengthens but still remains higher than the corresponding rates for the Australian-born; country of origin, level of qualifications and proficiency in English are important factors influencing unemployment rates for migrants. This paper extends these results by a more detailed analysis but is more restrictive in being limited only to labour force status (employed or unemployed).

Section 2 of the paper discusses various factors, such as birthplace and period of residence, which affect labour force status. Sections 2-5 describe the data set used, the model and the analysis in some detail. The results are summarised in the concluding Section 6. The analysis confirms that most of the higher unemployment rate of migrants is due to specific migrant characteristics: period of residence, birthplace and English language proficiency. For migrants as a whole, the first of these is the most important. From this, it can be concluded that recently arrived migrants have a similar disadvantage in the labour market to Australian-born persons who have just become unemployed. Part of the higher unemployment rates of migrants is therefore due not to being a migrant but to being a recent entry to the labour market.

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CHAPMAN, Bruce J. and Paul W. MILLER 85/AB: 170

An Appraisal of Immigrants' Labour Market Performance in Australia.
Discussion Paper No.107. Canberra: Centre for Economic Policy
Research, Australian National University, September 1984 [15p.]

This paper provides an overview of immigrants' labour market performance in Australia. It establishes the opportunities available to immigrant workers and illustrates how these opportunities vary by immigrant group, and within immigrant group, according to individual characteristics such as sex, duration of residence in Australia and educational qualifications. Using mainly 1981 Census data, the paper considers issues in labour force participation of migrants; unemployment rates and duration; earnings. The conclusions and summary form a preface to the paper.

The analyses lead to a number of broad conclusions. In their initial periods of residence, immigrants have high rates of unemployment and low labour force participation, which may indicate further hidden unemployment. Immigrants from non-English speaking (NES) countries have longer duration of unemployment than do immigrants from English-speaking countries and native-born Australians. The average earnings of immigrants from NES countries are lower than those of other groups, but the difference decreases with length of residence. Also, as length of residence increases, the occupational distribution of immigrants approaches that of the Australian-born. The results imply that two of the major contributors to the relative success of immigrants in the labour market are familiarity with local institutions and language. However, the paper concludes by stressing the point that there are still differences between immigrant groups in terms of the factors contributing to their labour market status. This makes it difficult to generalise about the efficacy of general policy options in reducing inequalities in the Australian labour market.

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VICTORIAN ETHNIC AFFAIRS COMMISSION 85/AB: 171

Migrants and the Workforce 3. Unemployment Trends: the situation of migrant women. East Melbourne, Victoria: Division of Research and Policy, Victorian Ethnic Affairs Commission, November 1983 [27p.]

This paper is the second in a series concerned with migrant workforce participation and unemployment trends (see also 84/AB:156). It is divided into two broad areas: firstly, a comparison of data from the August 1983 Australian Bureau of Statistics (ABS) Labour Force Bulletin (Cat.No. 3203.0) and from the July 1983 Labour Force Bulletin for Victoria (Cat. No.6201.2); secondly, a particular focus on trends for migrant women workers.

The paper describes in some detail the variations in trends of employment participation of persons and groups of different ethnic background. The data show that the participation rate of Asian born migrants declined from 65 per cent in July 1982 to 59 per cent in July 1983 while the participation rate of people from the main English-speaking countries (e.g. USA and New Zealand) increased from 62.2 per cent to 64.4 per cent. The data also indicate that the participation rates of non-English speaking workers are generally declining, suggesting that such migrants may be withdrawing from the labour force in the face of continuing high unemployment. The paper recommends that the Institute of Applied Economics and Social Research be asked to update their work on hidden unemployment trends.

Of concern is the rapid increase in the level of unemployment of American born persons, from 11 per cent in August 1982 to 19 per cent in August 1983. Census data reveal that about half of this 'American' group is made up of persons born in the USA or Canada who would be expected to have lower than average unemployment rates. This appears to indicate that persons born in Central and South America must have very high rates of unemployment in Australia (around 30 per cent to 40 per cent). It is recommended that the Victorian Ethnic Affairs Commission investigates further the situation of persons born in Central and South America.

The data indicate that current labour force participation rates for Australian-born and overseas-born women is virtually the same (i.e. around 45 per cent for all married women and 48 per cent for all 'other' women). They also show that there are broad variations between women born in the non-English speaking countries, who have higher than average participation rates, and women from some non-English speaking countries (e.g. Lebanon, Poland and Italy) who have lower than average participation rates. Similarly, the data on unemployment for women indicate considerable variations in rates according to birthplace, with women born in Asia (18 per cent) and Oceania (14 per cent) having the highest rate of unemployment.

The paper concludes by stating that only sketchy information is available on the employment situation and prospects for migrant women. Accordingly, it recommends that the Australian Bureau of Statistics be asked to carry out a special detailed survey on the labour force characteristics of women and their requirements concerning paid employment. It also recommends that a study be undertaken of the situation of women in changing industries (both expanding and declining) to ascertain the changing nature of working conditions in such industries. Finally, the paper proposes that the Commission seek consultations with the trade unions, other relevant Government departments, and with ethnic and other community organisations to develop a more comprehensive statement on current trends in employment of migrant women.

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NSW. NEWCASTLE COMMUNITY TASK/FORCE FOR EMPLOYMENT LTD   85/AB: 172

Unemployment Amongst Non-English Speaking Immigrant Communities in Newcastle. Newcastle, NSW: Unemployment Sub-Committee, Newcastle Community Task/Force (3rd Floor, Piccardi Centre, Cnr King and Perkins Streets, Newcastle 2300), May 1983 [37p.]

This report is the product of an investigation undertaken by the Newcastle Community Task Force during 1982 and 1983. Section 1 provides background information on immigrants in Newcastle and the Hunter Region. About 12 per cent of the total population of Newcastle was born overseas compared with an average of 23 per cent for the whole of Australia. More than half of the Newcastle overseas-born of 20,282 people are from non-English speaking backgrounds. Despite the small size of the non-English speaking sector of the population, this group is over-represented in heavy and manufacturing industry. Manufacturing industry in particular is characterised by a high representation of Southern Europeans and Poles. Most notable is the high percentage of the available Yugoslav population (70.6 per cent) in manufacturing.

Section 2 gives the background to the unemployment survey which began as a study on the employment trends amongst migrant youth. A major aim from the outset was to foster education and awareness about, as well as alleviation of, youth unemployment in the Newcastle region. It was later decided to include in the study an investigation of problems facing various ethnic groups in relation to unemployment and to consider problems faced in employment as well as unemployment. As the recession deepened it was decided to include adult migrants in the investigation.

Section 3 describes the methodology used in the initial part of the investigation, a questionnaire to examine the level of unemployment in the 15-25 age group in various ethnic communities in the Newcastle area. The questionnaire survey was later abandoned when it became apparent that definitions of unemployment differed between the various communities. Section 4 provides a breakdown and analysis of employment and unemployment statistics for the Hunter's ethnic and Anglo-Saxon populations.

Community consultations are reported on in Section 5. Communities consulted included the Macedonian, Serbian, Greek, Italian, Polish and Vietnamese communities. One conclusion drawn from these consultations is that a strong work ethic exists in all the communities which manifests itself in a strong motivation for finding work or holding down a job. Immigrants who had been in Australia for an extended period were more reluctant to accept unemployment benefits, or have their children do so, than more recent migrants. A lack of facility with the English language was seen to be the single most effective barrier to finding a job and developing a career structure. There was a general positive attitude towards women working. Ethnic community networks, particularly in small business, were an important factor in directing young people to jobs. Discrimination on the basis of ethnic background was felt to be more a matter of concern where it occurred at the school level than for those employed in industry.

Section 6 outlines six major recommendations arising out of the study. The provision of appropriate English Lanquage courses was seen as a priority need. Expediting the provision of Ethnic Television Broadcasting in the local region was considered important to help immigrants maintain links with their former cultures and to provide opportunities for the non-immigrant community to develop a better understanding of the migrant community and its concerns. Another priority was the need to establish an assessment procedure which kept account of the numbers of new migrants arriving in the Hunter region and their specific needs. Attempts should be made to give speedy recognition to overseas qualifications to reduce the incidence of underemployment.

It was recommended that an attempt be made to reduce ethnic discrimination in schools by incorporating more multicultural programs in curricula at local teacher training institutions. In particular, teachers could be assisted in developing responses to overt or covert discrimination being practised by school students. The final recommendation was concerned with need to improve the dissemination of information to migrants about their rights to unemployment and other social security benefits.

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NSW DEPARTMENT OF INDUSTRIAL RELATIONS. 85/AB: 173
HUMAN RESOURCES DIVISION

Review of Employment and Unemployment in New South Wales, April 1985. Sydney, NSW: Department of Industrial Relations, May 1985 [13p.:mimeo]

Using data from the Australian Bureau of Statistics (ABS) this monthly review puts together in summary and in tables information on employment and unemployment in NSW compared with other States and Australia as a whole.

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SEARLE, Glen H. 85/AB: 174

Geographies of Employment in Sydney in the Year 2015. Paper presented to 1984 ANZAAS Congress, Canberra, 15 May 1984. Sydney, NSW: Department of Environment and Planning, 1984 [23p.:mimeo]

This paper looks at employment trends and their effects over the next twenty years, focusing particularly on the Sydney region. It first discusses general future trends likely to affect the structure and location of employment and uses this discussion as a basis for the more detailed forecasts for the Sydney region.

The paper considers that employment levels and distribution in the coming decade will be most affected by technological and associated changes, particularly in micro-electronics. Automation is likely to reduce employment opportunities and bring about polarisation in work, with the workforce becoming more stratified between decision-makers and machine minders. Among other likely effects are: increased sub-contracting; changes in working hours and years; increased productivity; increased part-time work; growth of the informal economy, including group and communal living; changes in family patterns; continued structural unemployment; more dispersed and diverse locations for employment. All of these effects are discussed in the paper, which then goes on to cover trends specific to Sydney, its workforce and future employment distribution.

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CURTAIN, Richard and Andrew HOPKINS 85/AB: 175

A Follow-up Survey of Retrenched Workers from the White Goods Industry in Sydney: Some Preliminary Results.* Canberra: Department of Sociology, ANU, 1985(?) [29p.: mimeo]

Job loss in the manufacturing sector has been a marked feature of the Australian economy in recent years. Since 1971, the absolute number of jobs in this sector has declined by 17 per cent. Over the last quarter century the long-term world trend has been and probably will continue to be towards a decline in manufacturing employment. In Australia throughout most of this period, the reduction in manufacturing jobs has been achieved without large-scale retrenchments. However, this pattern changed in 1982 and 1983 when a number of firms in the white goods and car industries either closed whole plants or scaled back their operations substantially, resulting in the retrenchment of large numbers of workers.

Little is known about the characteristics and labour market experiences of people made redundant. Special studies aimed at particular groups of those retrenched are necessary to determine whether their situation is different from that of the unemployed in general. This paper reports on such a study: a follow-up survey of workers 10-12 months after retrenchment from a white goods factory in Bankstown, Sydney.

The paper begins with a brief review and critique of other recent Australian studies of retrenched workers. Some of the shortcomings of these (largely unpublished) studies which are mentioned in the review are: low response rates and lack of information on characteristics such as sex, age and skill levels of all persons retrenched; follow-up periods which are too short to collect worthwhile labour market data; a narrow focus on the economic impact of redundancy, particularly the employment consequences: the strong regional and rural orientation of some studies which has little relevance to the situation faced by the increasing numbers of retrenched workers in large metropolitan areas. The paper outlines the ways in which the present study was designed to avoid these shortcomings.

The remainder of the paper focuses on the employees retrenched at the Bankstown plant of Email Ltd in October, November and December 1982. A list of names and addresses of all employees at the plant in October 1982, as well as information on a number of key variables, was obtained mainly from union sources. The variables on which information was available were: retrenchment date, age, sex, marital status, country of birth, years resident in Australia, length of service with employers, occupation, qualifications, CES office where registered, union membership. The follow-up survey collected information from respondents on the following additional variables covering their post-retrenchment situation: current employment status, number of jobs held since retrenchment, means of support, others in the household working. The overall response rate was 85.4 per cent. Prior information on the characteristics of all the retrenched persons made it possible to compare respondents and non-respondents and it was found that there were no significant differences between the two groups in any major variable.

* Forthcoming in ROUTLEY, V. (ed.), Structural Change and Redundancy. Bureau of Labour Market Research Monograph Series. Canberra: AGPS.

The following general characteristics of the retrenched workers are of note. The survey population was much older than the Australian labour force population as a whole, probably as a result of younger employees having left the plant earlier on a 'last in first out' basis. More than half of those retrenched were unskilled and a further quarter were semi-skilled blue-collar workers, indicating that the persons retrenched were at the bottom end of the occupational scale. Both factors (age and skill level) mean that the research population was composed of persons who were more likely to be 'at risk' in the wider labour market than the average job-seeker.

The findings on employment status of retrenched workers show that almost half (47.4 per cent) were unemployed 10-12 months after retrenchment. The picture was worse for men (50.9 per cent) than for women (37.9 per cent). This very high subsequent unemployment rate is described by the authors as the most striking finding of the study. The unemployment rate for respondents was found to be more than six times the unemployment rate for Sydney as a whole.

The next section of the paper investigates whether there are systematic differences in post-retrenchment employment status. The variables considered include the effect of age, marital status, country of origin and skill level. Also discussed is the means of support for unemployed retrenchees. A review of employment status and occupation shows that the higher one's skill level, the better chance one has of finding work. For the men, 18.2 per cent of the unskilled blue-collar workers were in full-time work, but 23.2 per cent and 52.7 per cent of the semi-skilled and skilled blue-collar workers were employed full-time. For women, the differences were also marked.

A number of the issues raised in this paper will be explored further when the results of the questionnaire administered in the second wave of the survey (October 1984, 2 years after retrenchment) are analysed. Information about the pay, the type and quality of work obtained compared with the previous job, the personal consequences of being retrenched including the financial difficulties, problems experienced in finding other work or what lies behind individual decisions not to look for work will be available. A key focus of the analysis will be what distinguishes the employed from the unemployed.

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CASS, Bettine and Pauline GARDE 85/AB: 176

Unemployment in the Western Region of Sydney: Job Seeking in a Local Labour Market. In *54th ANZAAS Congress: SWRC Papers*. SWRC Reports and Proceedings No.47. Kensington, NSW: Social Welfare Research Centre, University of NSW, June 1984 [p.4-56]

Class analyses of the impact of the restructuring of the Australian economy have demonstrated that the experience of unemployment has been concentrated in working class households whose members occupied jobs characterised by insecurity, low pay, few fringe benefits, little control of the labour process and little chance of advancement; in particular, jobs in manufacture, construction, retail and wholesale trades and in the personal services. In other words, unemployment is concentrated among those population groups with the weakest market power whether they are young early school leavers, older retrenched or displaced workers or working-class women. To stress these demographic divisions is to construct a misleading explanation of the nature and incidence of unemployment, since these tend to obscure the aspects of class and locality as factors in unemployment. Explanations of the concentration of unemployment in working class families must address the localised nature of labour markets and the way in which the job search and employment location of the labour force is constrained by housing and transport policies. This paper examines these issues in the Western Region of Sydney, where job opportunities in manufacturing and construction industries have been eroded.

The object of the study was to explore the experiences of unemployed people in the region, using their own accounts of their job histories, labour market resources, local network affiliations, job search, responses to unemployment, income, health and housing, aspirations for training and job placement. A second objective was to use this information to identify the social policy implications of unemployment in working class families: in particular, the implications for training, re-training and job creation policies and for social security. Chapter 2 describes the sample of 51 respondents (including a group of young people 15-24 years without dependent children) and the methods used.

Chapter 3 gives a profile of the Western Sydney labour market, covering population, educational qualifications, the labour force, the labour market, housing. In Chapter 4, some findings of the study are presented in qualitative rather than quantitative terms to provide insight into the experiences of unemployed people. The chapter covers: educational qualifications and post-school training; employment history; duration of unemployment and concentration in families; job search and the local labour market; job seeking networks, formal and informal; housing and the local labour market; perceived discrimination based on area of residence; the informal economy.

In summary, the study found that the majority of unemployed respondents had no post-school qualifications, while one-fifth had a trade or technicians' certificate. Before unemployment, respondents had worked predominantly in manufacturing, transport, sales and service industries in jobs which had become less secure, which tend to be low paid without fringe benefits or redundancy pay. They were looking for jobs of the kind that they had previously held, their aspirations being limited by sex segregation in job choices and lack of formal qualifications.

Job search was concentrated mainly in the Western region under the constraints of transport, housing and family responsibilities (particularly for women). Respondents expressed interest in undertaking training programs and drew attention to the scarcity of these for adults. Informal networks were of great importance in job search, particularly for women and young people; but the evidence of multiple unemployment in the families, households and related households of unemployed respondents suggests that the capacity of families to provide job contacts is limited. Social networks of relatives and friends, however, were very important in providing assistance of a practical nature. The implications for policy are: that there needs to be recognition of the importance of housing and transport as constraints on labour mobility; that training programs need to be linked with job placement; that job creation needs to be undertaken in the local region; that transport policies should facilitate the mobility of labour.

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NSW. WESTERN SYDNEY'S REGIONAL INFORMATION AND RESEARCH SERVICE (WESTIR). WESTERN SYDNEY CLEARINGHOUSE 85/AB: 177

Youth in Western Sydney. Bulletin No. 1, 1985. A bibliographic guide to youth studies in Western Sydney. Blacktown, NSW: WESTIR (P.O. Box 457, Blacktown 2148), April 1985 [68p.]

In 1984 and 1985, WESTIR has received Federal Government funding under the Regional Community Development Program to develop a comprehensive information clearinghouse on Western Sydney for the use of community workers, planners and researchers in the Region. Some 500 reports, research studies and discussion papers from councils, State government departments and community workers have been collected on social and community development issues. These have been indexed and abstracted for inclusion in the Western Sydney Clearinghouse - a computer-based bibliographic information data-base. This is an ongoing project and will be updated in 1985. This Bulletin has been prepared as a contribution to International Youth Year (IYY) and is the first in a series of 'issue bulletins' to be produced by WESTIR.

The introductory sections of the Bulletin provide information on the development of the project, the Region of Western Sydney and the method of operation of the Clearinghouse. The Guide is divided into three sections: youth in Western Sydney (a listing of studies in sequence under fifteen major topics); a subject index; an author index. The topics covered are accommodation, crime, drugs, education, girls, job creation, migrants, part-time employment, post-secondary education, recreational facilities, rents and renting, secondary education, employment. Each entry provides information on: title, date, author, corporate author, publication, location, availability, subject identifiers, subject descriptors. Abstracts of varying length are also included.

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COFFEY, Anne and Julia GRIFFITH 85/AB: 178

Cairns Youth Employment Study. Cairns, Queensland: Cairns Welfare Council (P.O. Box 137, Manunda, Qld. 4870), March 1985 [273p.]

This study, undertaken for the Cairns Welfare Council, is based on data from interviews with 185 young unemployed people aged 15-24 years living in the Cairns area; information from other Australian research and literature, from interviews with persons working among the young unemployed and from local schools operating school to work transition programs. This report sets out to highlight the situations, feelings and thoughts on unemployment of young unemployed people, to serve as their voice; and to identify directions for action.

Chapter 2 provides a background discussion of levels and duration of unemployment nationally and in Cairns. The study and its methodology are described in Chapter 3, and the detailed results of the survey of young people in a long Chapter 4 (p.36-153). Chapters 5 and 6 fill out the statistical results with information from youth workers and schools, and a few case studies. Chapter 7 discusses the implications of the findings for areas such as youth policies, education, job creation, job seeking assistance, income security, social support services, work modes/alternative programs. Chapter 8 lists specific recommendations in each area. A bibliography and appendices complete the report.

The study confirms that young people want to work; they are conscious of negative reactions from other people because they are unemployed and become depressed and bored with their situation. Low incomes and lack of adequate housing leave the young unemployed with few alternatives: they can continue to live with their families and be deprived of independence as well as employment; or they can congregate in groups, creating a sub-culture which has little contact, interest, access or input into the wider community. Overall, the picture that emerges is bleak. Economic recession and changing technology have left young people as the major victims of rising unemployment. For many, their time of youth has degenerated into a period of hopelessness, apathy and isolation without hope for the future.

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ROBERTSON, Janet and Cheryl GREENSLADE 85/AB: 179

The Elizabeth Unemployed Youth Needs Survey. Elizabeth, S.A.: The Corporation of the City of Elizabeth, 1984 [27p.]

This survey was commissioned to identify the long and short-term needs of unemployed youth, aged 15-24 years, in the Elizabeth area; to discover what Elizabeth people thought their Council should or should not do. Among the unemployed, this study focused on those who choose to stay at home and do not participate in group activities; those who tend to stay in their own or a friend's home or to frequent shopping centres. Three methods of gathering information were used to contact these 'at homers': neighbourhood block parties followed by questionnaires and consultations. These are described in Chapter 2. The results of the contacts made at the nine neighbourhood parties are presented in Chapter 3. Chapter 4 lists some community ideas culled from the parties and interviews. The results are summarised in Chapter 5 and recommendations made in the final Chapter 6.

The study indicated that many people in Elizabeth, particularly those in employment, attached the stigma of 'dole bludger' to the unemployed, particularly the young unemployed. These were seen as making no effort to take the jobs which were there for the taking. As a result many young unemployed were reluctant to identify themselves as such by claiming unemployment benefits. Parents were generally supportive and sympathetic, but did not know how to help.

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CHRISTOFF, Peter 85/AB: 180

From Bad to Worse: Unemployment in the West. In Right to Work News (P.O. Box 114, Footscray 3011), November 1984 [p.3-12]

This article reviews the incidence and implications of unemployment in Melbourne's western suburbs. The article focuses on the Australian Bureau of Statistics (ABS) report, Employment, Under-employment and Unemployment 1966-1983, Australia (Cat.No. 6246.0) which it describes as the first attempt by the ABS 'to provide a comprehensive assessment of under-utilisation of labour, and "hidden unemployment", as well as its traditional measures of full-time and part-time employment and unemployment'. The new measurements provide a subtler reflection of current trends away from traditional 'full-time' work and also the considerable dislocation from the workforce of discouraged job seekers. The assessment of the rate of under-utilisation, including the under-employment of full-time workers and of part-time workers who would have preferred to work more hours, indicates a substantial increase in this rate over the past decade.

Based on the official unemployment figures and the under-employment rate suggested by the ABS estimates for September 1983, a tentative estimate for the under-utilisation of labour in the western region is made at around 33 to 36 per cent of the region's total workforce. The social and economic impact of such unemployment, in a region with lower than average income levels and with longer duration of unemployment than for the Melbourne area as a whole, must be severe.

The accelerated rate of unemployment evident in the region reflects the effects of the recession in general and also of structural change in the composition of Australian industry, particularly the manufacturing sector. Traditionally, the manufacturing sector has provided a higher proportion of all jobs available locally in the western region than in Melbourne as a whole. The large job losses in this sector over the last decade have therefore had a disproportionate effect upon such regions reliant upon it for work. The West has been experiencing high rates of unemployment among mature-aged workers and among youth, and the resultant reduction in local retailing activity has closed off important employment opportunities for women of all ages.

The prospects for employment in the western regions of the Melbourne area are gloomy if the forecasts made in the National Economic Review, Vol.1, No.1, September 1984, produced by the National Institute of Economic and Industry Research, are accurate. Predictions in this forecast include a return to over 10 per cent unemployment by 1986 and a marginal increase in the presently low levels of investment in manufacturing, an increase which is unlikely to make a substantial difference to employment recovery in this sector.

The article argues that current Federal Government policies have failed to address the specific needs of depressed regions like the west of Melbourne. It asserts that the leakage of jobs and wealth from these areas will ensure their continued and accelerated depression. Increases in welfare payments to raise them above the poverty line would provide short-term amelioration but would not begin to meet the longer term needs for employment in this area. A set of tables provides more detailed information on the changes in employment levels in the region over the last few years.

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W.A. DEPARTMENT OF EMPLOYMENT AND TRAINING 85/AB: 181

Youth Employment and Unemployment in Western Australia. Present Problems, Youth Wages and Future Policy Directions. Policy Options in Employment and Training. Perth, W.A.: Department of Employment and Training, April 1985 [136p.]

This report sets out to examine trends in youth employment and unemployment; to clarify some of the issues and to identify some of the factors in high youth unemployment so that realistic and relevant policies may be developed. It follows earlier work undertaken in 1983 by the State Employment Task Force (84/AB:147) and is particularly timely in view of two major reports recently released which indicate new directions for labour market policy in Australia (OECD Report 85/AB:13; Kirby Report 85/C:91).

The Introduction to this report is also a summary of its main findings. Chapter 2 discusses the youth labour market in Western Australia, providing an overview of the current situation in Western Australia and of trends since 1970. During the 1970s, trends in Western Australia more or less followed national trends, showing higher rates of unemployment, for teenagers than for adults and declining full-time employment accompanied by rising part-time and casual employment. There has been more recently a reduction in the unemployment rate for teenagers compared with that of adults (for example, from 26.9 per cent in 1984 to 23.2 per cent in 1985). This is partly because, while the adult labour force has continued to grow, the teenage labour force has decreased, partly reflecting education retention rates. The report points out that if the teenage population and participation rates had shown the same growth as those of other age groups, the difficulties experienced by teenagers in the labour force could well have been worse.

Chapter 3 discusses the cause of high youth unemployment. It points out that in the general decline in Australia's economic performance since 1974-75, the numbers of entry level jobs for young people have declined while the demand for them has risen. The propensity of young people to change jobs and the fact that many jobs are filled through an informal information network to which young people do not have access are also factors in high unemployment rates for teenagers. Other factors have been increasing labour force participation rates for teenagers during the 1970s and correspondingly low education participation rates; increased competition from older more qualified jobseekers; structural changes in industries where teenagers are concentrated; the introduction of advanced technology; the failure of teenagers to maintain their share of public sector employment. These factors are all discussed in some detail. The debate and evidence on the issue of youth wages as a factor in unemployment is also considered; the report concludes that lack of skills rather than wage levels influences employers and that a lowering of youth wages is likely to have no more than marginal impact.

Against this background, the final Chapter 4 argues that the problems of youth unemployment cannot be solved by youth policies or programs alone; they require a range of government policies to improve the economy combined with specific policies directed to those disadvantaged in the labour market. If they are to be competitive in the labour market, young people must be provided with greater skills and access to more entry points in the labour market. To these ends, the chapter canvasses eight policy options, detailing appropriate action within each: **to increase the competitiveness of young people in the labour market** (education/training, traineeships, career/jobs information and guidance, opportunity to gain new skills and experience); **to stabilise and extend the entry points of young people to State public sector employment** (review of teenager share of employment, extending voluntary early retirement, permanent part-time work, a central data-base for W.A. public sector employment); **to extend entry points to jobs in the private sector** (increasing employment demand and encouraging private employers to employ and train young people); **to recognise the growing importance for young people of casual/part-time employment and its implications for career paths** (examining ways of converting casual employment into more permanent and worthwhile employment and providing necessary training); **to ensure maintenance of existing entry points for young people to the trades** (review and improvement of apprenticeship); **to foster and support local community based responses to unemployment** (support and encouragement to initiatives at local level); **to encourage employment research and development** (labour market/industry/work patterns analysis); **to develop a more co-ordinated approach to economic planning, labour market issues and human resource development** (reducing inherent incompatibilities and contradictions among the wide range of relevant policies).

Particularly in Chapters 2 and 3, the report provides a great deal of statistical and other information on labour markets nationally and in Western Australia. An extensive bibliography concludes the report.

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VICTORIA. WESTERN REGION RIGHT TO WORK COMMITTEE 85/AB: 182

Selected Statistics, June 1984: Recorded Unemployment by Gender, Occupational Grouping, Age, CES Office. Melbourne, Victoria: Western Region Right to Work Committee, June 1984 [summary and collection of tables and graphs]

The discussion in this publication covers unemployment; job prospects; employment/unemployment and industrial activity in the West. This is followed by detailed statistical information. The analysis in the summary of trends indicates that unemployment will not decline substantially over the next 2-5 years, contrary to what is suggested in Budget papers. The decline in regional employment opportunities in manufacturing will continue and the depressed local economy will not attract new forms of industrial investment, especially of the kind which would provide employment suitable for the existing regional workforce.

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VICTORIA. WESTERNPORT REGIONAL EMPLOYMENT COMMITTEE 85/AB: 183
AND MINISTRY OF EMPLOYMENT AND TRAINING

Employment and Economic Development in the Westernport Region.
Stage 1 Report. Melbourne, Victoria: Westernport Regional Employment
Committee (with funds from the Ministry of Employment and Training),
September 1984 [86p. + Appendices]

This is a report on Stage 1 of the Westernport Regional Labour Market Study. The Introduction notes that this study is not intended as an exhaustive study of the labour market in the Westernport region but more as a 'status' report on the recent past and likely future development of the workforce, jobs and economy in the region. This Stage 1 report aims to identify the major issues and problems and determine a range of actions and policies which may be taken by the governments and organisations with an interest in the region.

A number of factors led to a situation during the 1970s and early 1980s in which the local workforce supply was considerably larger than the supply of jobs and most people worked outside of the region. These factors included: the region's geographic location, metropolitan planning and development policies in the post-war period, and the major trends of suburbanisation and reduced economic growth of recent times. Between 1981 and March 1984, unemployment rose from 10,000 to almost 27,000.

The report provides detailed information on factors affecting employment using analyses of population trends, patterns of job development, journey to work data, and patterns of regional development and workforce growth. The potential for unemployment in the future is discussed, taking into account continued high rates of population growth, the introduction of large numbers of school leavers into the workforce and the economic downturn experienced in recent years. The likely impacts of these include: very high levels of unemployment, especially amongst those entering the workforce from school or other educational institutions; demands for improved transport out of the region to locations where jobs can be obtained by Westernport residents; reduced levels of migration to the area and possibly also an increase in out-migration by those who cannot find jobs locally or afford transport costs to jobs elsewhere.

The report goes on to consider options, policies and programs which, if adopted, could assist in reducing unemployment and its associated negative social impacts on the area. These are considered in the context of regional options and policies; industrial, service and tourism potential for development; the location of job growth areas; availability of education and training programs; municipal, metropolitan, State and Federal policy in relation to the region. The intention is to prevent the unemployment forecasts from becoming self-fulfilling prophecies by initiating action to avoid the possibility of large-scale regional unemployment during the latter half of the 1980s and the 1990s, taking advantage of the economic potential and assets of the region.

Six appendices are included in the report, giving tabular breakdowns of workforce structure, employment status by trade, destinations of the commuting regional workforce, job growth by occupation and industry categories, and a series of maps of sectors of the region showing the location and extent of industrial and commercial zonings, major roads and public transport routes.

Stage 2 of the Westernport Labour Market Study is presently in progress. Its aim is to focus on some of the problems identified in Stage 1 and implement action-oriented projects to address the issues. The three main areas of focus are: transport needs and availability, for access to major job locations and training institutions; school retention rates and youth training needs; industrial growth and economic potential of the region.

Stage 3 of the project will involve the development of a formally structured regional organisation to implement the broad strategies identified through Stages 1 and 2.

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CARTER, Robert A. and Russ LUSCOMBE 85/AB: 184

Economic Structure and Training Issues in the Goulburn Valley Economic Region: Results and Recommendations from the Industry Survey. Report to the Goulburn Valley Region Employment Development Board Inc. Shepparton, Victoria: Goulburn Valley Region Employment Development Board (98 Nixon Street, Shepparton 3630), February 1985 [199p.]

This report follows an earlier 1982 report on this region. It presents the findings of a survey of business firms in the region which focused on labour market issues. The nine chapters after the summary of recommendatioons and the introduction cover Characteristics of Survey Terms; Training Issues; Trade Linkages and the Standard of Local Services; Future Economic Development: Problems and Prospects; Analysis of the Census Data on the Goulburn Valley Economic Area; Results of the Community Workshop; New Regional Policy; Formulating a Regional Economic Strategy. Twenty-five recommendations are made.

Some of the findings are of general interest. The survey showed that 41 per cent of females were working part-time compared with 13 per cent of males. In the area of education/training, employers expressed dissatisfaction with lack of basic skills and literacy, teacher quality, school discipline and lack of workforce preparation. The survey revealed a disturbingly low proportion of firms employing skilled tradesmen and training apprentices.

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BREWER, Graeme 85/AB: 185

The Experience of Unemployment in Three Victorian Regions. SWRC Reports and Proceedings No.48. Kensington, NSW: Social Welfare Research Centre, University of NSW, August 1984 [103p.]

This report is one of the publications resulting from a joint project by the SWRC and the Brotherhood of St Laurence in Melbourne to examine unemployment in both NSW and Victoria. An interim report on one Victorian region was published in July 1982 (83/AB:17) and a separate report on NSW will be published by SWRC. The object of the research was to collect, within a regional context, information on the labour market, education and job training, income and housing situation of unemployed people, their job-seeking networks, labour market training aspirations and income security and other welfare needs.

This report presents the findings of the Victorian surveys in three regions: an inner-city (Fitzroy-Collingwood) and an outer suburban (Frankston) region of Melbourne, and a country town (Bairnsdale). Information was gathered by interviews and questionnaire. The first chapter details the aims and methodology of the study. The following chapters describe the three areas of the study and cover a profile of respondents, their employment history, the employment situation of the family, job-seeking experience, income, housing, expenditure, health, child care, social welfare, social life, views on measures to reduce unemployment and the meaning of paid work to respondents. Thirty-three pages of appendices and tables provide detailed background information.

Summing up the findings of the study, the report affirms that unemployed workers struggle profoundly to survive economically and emotionally. Social, economic and industrial structures combine to deny them anything like a proper share of goods and services that are generally taken for granted by employed workers. The main burden of unemployment falls on workers in the secondary labour market which is characterised by poor pay and conditions and is vulnerable to unemployment.

Public policies, including the low level of unemployment benefits, have thrown the burden of support for unemployed persons mainly on their families, who are ill-equipped to cope financially or socially. There is need for review of policies in areas as diverse as income security, labour market programs, health, housing, public utilities and regional planning. The implications of the findings of the study in these areas are discussed in the concluding chapter. However, the fundamental problem is lack of jobs, though policies and social welfare still rest on assumptions that unemployment is a temporary phenomenon. In many ways, unemployment has become, by default, 'a welfare problem', though it is in fact due to the failure of economic and industrial policies and a symptom of structural inequalities and the loss or abandonment of a goal of 'full employment'.

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AUSTRALIA. NATIONAL LIBRARY OF AUSTRALIA 85/AB: 1864

CEP Project: The Cultural Context of Unemployment. An Oral Record

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INSTITUTION Australian Studies Branch, National Library of Australia

FUNDING Commonwealth Government Community Employment Program (CEP)

TIME April 1985 - mid-1986

PLACE National

This major oral history project has been funded by the Community Employment Program to the extent of $1.3m., most of which will be spent on salaries for field officers and other staff engaged in administrative/documentation tasks. The project has three objectives: firstly, to provide work experience and training in a range of communication skills to the individuals employed through the project; secondly, to assemble, for a number of discrete disadvantaged groups within Australian society, an oral record of personal experiences and customs/lore/contemporary culture arising in particular from unemployment in its broad social context in the 1980s; thirdly, to develop a series of descriptive reports drawing upon this material for consideration by the Government in the context of national cultural and heritage policies.

Five project teams each headed by a consultant experienced in oral history techniques will operate in various locations around Australia. The project will create 52 full-time jobs for 12 months for unemployed people, and an additional 5 consultant positions for the same period. The project teams will be located in areas of high unemployment and will focus on particular disadvantaged groups such as: unemployed school leavers, Indo-Chinese refugees, retrenched steel workers, Aboriginal Australians, isolated rural communities. A fundamental feature of the program is the aim to draw specifically upon the relevant social groups in selecting field officers and other staff so that persons will be working among their peers (e.g. Aboriginals amongst Aboriginals, retrenched steel workers amongst retrenched steel workers). The approach affords the prospect of material being collected which would not be available to outsiders.

DOCUMENTATION

All tape recordings and other material collected will be deposited with the National Library. Descriptive reports based on the research material will be prepared for consideration by government.

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TRAVERS, Peter* 85/AB: 187

Unemployment and the Downward Trail. In Australian Journal of Social Issues, Vol. 20, No. 1, February 1985 [p.12-22]

This study reviews the evidence that unemployment sets its victims on a downward trail or cycle that will permanently blight their lives. If this scenario is true, it has the extremely serious implication that the unemployed suffer the double jeopardy of unemployment itself, and then of recurring or even compounding problems in later life. Furthermore, the possibility of worthwhile policy intervention would be excluded once unemployment has occurred.

The paper discusses a range of evidence on which predictions of unemployment leading to a downward spiral are based. While there is evidence that unemployment can set its victims on such a path, the author argues strongly against the notion that it is an inevitable process. The key factor lies in the kind of opportunities that are given to the former unemployed. The long-term effects of unemployment can be shaped by later events, in particular by political policy choices. Taking the decades following the Depression of the 1930s as an example, the author highlights the government's dedication to a policy of full employment as the most striking of policy choices made in that period. He argues that 'the horror of the experience of unemployment was such that it led to the sustained commitment to full employment that was to be a cornerstone of Australian economic policy for more than 35 years'. A similar commitment is seen to be essential to avoid the likelihood of a downward trail in the later lives of the present unemployed.

* Lecturer in Social Administration at the Flinders University of S.A.

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SCOTFORD, Narelle* 85/AB: 188

The Lost Generations. In Australian Social Welfare Impact (Australian Council of Social Service), Vol. 14, No. 2, July 1984 [p.6-8]

This article looks at the effects of unemployment on two groups of people, typified by Mike, an early school leaver, and by John, retrenched from a management position. These are part of the two lost generations - the young and the not-so-old - adversely affected by changing economic and industrial patterns. The effects of these changes and resulting unemployment are far-reaching, to be seen in suicide and crime rates, among other things.

* Occupational Psychologist, Department of Employment and Industrial Relations.

Research has shown that certain factors can moderate the effects of unemployment for individuals. These include the person's own 'psychological defences'; the social support of family, friends, peers, community associates and self-help groups; the capacity of the individual to use time meaningfully. However, the real solutions lie in changing concepts and patterns of work in the society.

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SWEET, Richard 85/AB: 189

Unemployment and Adolescent Health. Delivered at a seminar on Health in Adolescence, Australian and New Zealand Society for Epidemiology and Research in Community Health. Sydney, NSW: Policy Unit, NSW Department of Technical and Further Education, 16 April 1985 [11p.:mimeo]

The first half of this paper reviews trends in the Australian labour market in the last decade, covering rates, levels, distribution and duration of unemployment, both recorded and hidden. The main points emerging from the analysis are: that three-quarters of the unemployed are not teenagers; that teenagers' share of total unemployment has not grown since 1970; that adults remain unemployed for roughly twice as long as teenagers and have less chance of leaving unemployment; that unemployment among adults, particularly single parents, is likely to affect family responsibilities; that hidden unemployment affects older workers and women more than it affects youth. There is thus little case for regarding unemployment as a particular problem of youth. This must be borne in mind in discussion of unemployment and adolescent health.

The second half of the paper looks at the effect of unemployment on physical and mental health, pointing out that such research as has been done does not allow clear conclusions to be drawn except that, in general, becoming unemployed is associated with negative personal effects. The paper goes on to review the literature on the health effects of unemployment.

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FEATHER, N.T. and G.E. O'BRIEN 85/AB: 190#

Longitudinal Study of the Employed and Unemployed

INSTITUTION Department of Psychology, Flinders University of S.A.

FUNDING ARGS (Australian Research Grants Scheme)

TIME Study began in 1980 and analysis will probably be completed in 1986

The aim of this study is to examine the effects of unemployment, employment and further education upon the social adjustment of school leavers. The study includes three main samples: 2,974 school leavers who were tested in 1980 and subsequently tested again in 1981 and 1982; 484 school leavers who were selected in 1980 but tested only in 1981 and 1982; and 545 school leavers who were selected in 1980 but tested only in 1982.

The three samples allow the researchers to assess and control for testing effects. In order to assess the effects of possible time changes in variables due to unknown 'history' effects, testing of a fourth sample of 930 school leavers was undertaken in 1982.

The research method consisted of administering detailed questionnaires to all subjects. The questionnaires covered a number of social measures including home and leisure activities, work motivation, work values, job and life satisfaction, personal control orientations, stress, cognitive attributions, and affective reactions such as depression and anger. The data are still being analysed using multiple regression and analysis of co-variance procedures.

DOCUMENTATION

Articles will be produced during 1985 and in later years.

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FEATHER, N.T. 85/AB: 191

The Psychological Impact of Unemployment: Empirical Findings and Theoretical Approaches

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INSTITUTION: Department of Psychology, Flinders University of S.A.

FUNDING: ARGS (Australian Research Grants Scheme)

This project, now completed, was established to review the literature on the psychological impact of unemployment, focusing on Australian studies and different kinds of theoretical analysis. The review also looks at some overseas studies and findings. It includes a commentary on different methodologies; for example, descriptive case studies, cross-sectional research, and longitudinal studies. The theoretical approaches which are reviewed include: need theories, expectancy-valence theories, stage theories, etc. A number of areas are suggested for further detailed research.

DOCUMENTATION

An article based on this review will appear in N.T. FEATHER (ed.) Australian Psychology: Review of Research due to be published by George Allen and Unwin, Australia, in August 1985. The book is sponsored by the Academy of Social Sciences in Australia.

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CLARK, Alfred W.* 85/AB: 192

The Effects of Unemployment on Political Attitude. In ANZJS (Australian and New Zealand Journal of Sociology), Vol. 21, No. 1, March 1985 [p.100-108]

This article describes a replication of a previous study in 1982 (84/AB:26) which found that unemployed youths were more in favour of direct political activity and lawlessness than were employed youths. Interviews and questionnaires were used with a sample of 104 unemployed and 103 employed youths. The article details the methodology and discusses the results, which confirmed those of the 1982 study.

* Department of Sociology, La Trobe University, Victoria.

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FEATHER, N.T.* and M.J. BOND 85/AB: 193

Potential Social Action as a Function of Expectation - Outcome Discrepancies among Employed and Unemployed University Graduates. In Australian Journal of Psychology, Vol.36, No.2, 1984 [p.205-217]

This study set out to investigate whether social protest and action is a function of the discrepancy between expectations and outcomes. This article describes findings that bear upon this question, using data obtained from a 1981 survey of young graduates from Flinders University (see also 84/AB:175). Information was gathered by questionnaire from 255 full-time employed graduates, 48 part-time employed and 43 unemployed. The data were analysed using measures to assess job expectations compared with current job levels. In addition, potential social action was assessed on the basis of the willingness of graduates to volunteer actions and hours to a fictional campaign to Assist Unemployed Youth.

It was hypothesised that concern and potential social action on current levels of unemployment in Australian society would be more likely to occur amongst those whose present employment status was much lower than initially expected than amongst those who had experienced little discrepancy between expected job levels and current job status.

The results of the study provided mixed support for the hypothesis. The unemployed respondents tended to volunteer more actions and hours to the fictional Campaign to Assist Unemployed Youth than did the other two groups, based on a hypothetical figure of 10 hours each week available for activities outside formal commitments. Within the full-time employed group, female graduates and those from the humanities/social sciences/education schools expressed more willingness to assist the Campaign than did male graduates and those from the sciences/medical schools of the University.

Multiple regression analysis showed that the current level by expected level interaction was statistically significant as predicted, but only for the fully employed graduates. It is clear that future investigations will require larger samples of partly employed and unemployed graduates so that the effects of different variables can be more reliably assessed for these groups.

* Department of Psychology, Flinders University of S.A.

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FEATHER, N.T. 85/AB: 194

Attitudes, Values and Attributions: Explanations of Unemployment. In Journal of Personality and Social Psychology, Vol. 48, No. 4, 1985 [p.876-889]

Previous studies in the writer's research program have shown that people tend to give reasons and explanations for events which are consistent with their own personal attitudes and values (see, for example, 85/AB:64). The two studies reported in this article develop this line of research to a further stage.

The first study in March 1983 used a sample of 265 Introductory Psychology students at Flinders University. The second study, in August 1983, involved 334 students drawn from Year 11 classes in five high schools in metropolitan Adelaide. Both studies were concerned with the correlation between the values/beliefs held by the respondents and the explanations/reasons given for unemployment. The article details the techniques and questionnaires used to measure the degree of conservatism and value priorities,describes the methods used and discusses the results.

The results of the first study indicated that conservative attitudes influenced the way in which subjects responded to explanations about youth unemployment. Conservative people were more likely to blame unemployment on lack of motivation, personal handicaps, social change and specific competition; less conservative persons were more inclined to blame defective government and economic recession. The results of the second study, which set out to investigate the role of single values rather than attitude/value syndromes, were more mixed and the correlations not as strong. Nevertheless they did tend to confirm the association of particular values with particular explanations of unemployment. The findings of both studies are discussed in detail, and the point is made that they strongly suggest that the explanations that people provide for events are not constructed in a neutral, cognitive vacuum but are linked in systematic ways to the motivational and affective concerns of the individual.

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JUNANKAR, P.N.* 85/AB: 195

Youth Unemployment and Youth Crime: A Preliminary Analysis.
Discussion Paper No.106. Canberra, ACT: Centre for Economic Policy
Research, Australian National University, August 1984 [20p.]

The aim of this paper is to investigate the possible links between youth unemployment and youth crime. The Introduction notes that this is a complex subject with insufficient data to make definite decisions on the relative merits of different hypotheses. A major problem in doing research on this subject is that the concept and measurement of crime is neither independent of time nor of social/political attitudes in general, and those of police and the judiciary in particular. Society determines which actions are deemed to be criminal at a particular time and which criminal activities are to be investigated and pursued. Another problem is that the measurement of the incidence of crimes is affected by how many resources are devoted to the pursuit of particular 'criminals'. Similarly, changes in judicial attitudes can result in an increase or decrease in the number of people found guilty of certain crimes. For these reasons, the author warns that any results based on econometric work in this area should be viewed with some circumspection.

Section 2 of the paper discusses some alternative hypotheses that link employment and crime. A distinction is drawn between potential, actual and recorded crimes and then the various lags between these stages and the stage where individuals are brought to court and sentenced are considered. Two types of theory are discussed: economic (rational choice) theories and socio-criminological theories. The economic theories presuppose that the individual evaluates the expected costs and benefits of crime before engaging such activity as an alternative to legal income-earning activity. In one model, an individual allocates his/her time optionally between legal and illegal activity. Depending on the interpretation placed on the use of time, some of these theories can support arguments that unemployment can be used to explain crime. On the basis argued by some that there are certain individuals with 'criminal characteristics', changes in demand for labour can result in employers taking on more such 'criminal types' leaving fewer of these unemployed and therefore free to engage more easily in crime. Socio-criminology theories, on the other hand, set individual behaviour in a social context. For Durkheim, for instance, a sudden change in economic circumstances (as in a change from employment to unemployment) leads to deviant behaviour. The reasons for engaging in criminal activity would then be described in terms of social alienation, frustration and anger on the part of the unemployed person as well as the pressure to conform to the different standards of behaviour in the unemployed sub-culture.

Section 3 discusses some empirical results for Britain which appear to show a positive relation between youth unemployment and crime, although it is suggested that a more sophisticated model is needed which allows for the time lags between the stages of crime outlined above. The possible significance of such a causal link between youth unemployment and youth crime is raised in the concluding Section 4.

* On leave from the Institute for Employment Research, University of Warwick and from the University of Essex. At present Visiting Fellow, Centre for Economic Policy Research, ANU.

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SUTTON, Adam and John OLIPHANT 85/AB: 1960

Unemployment and Crime

INSTITUTION	Office of Crime Statistics, S.A. Attorney-General's Department (G.P.O. Box 464, Adelaide 5001)
FUNDING	Community Employment Program
TIME	April 1984 - mid-1985
PLACE	South Australia

In general terms, this study is an analysis of the relationship between unemployment and crime. It is being carried out in two parts. One part is an orthodox study of the reasons why a large percentage of people convicted for certain kinds of offences are unemployed. The other is a less orthodox study of the ways in which unemployed people may be drawn outside the normal framework of the law. One possibility is that they may become involved in the underground economy through their participation in the casual labour market.

Methods used in the study include: a survey of about 800 offenders in some particular categories of crime, using police records; interviews with prisoners; a survey of unemployed people, investigating such issues as the exploitation of casual labour.

DOCUMENTATION

A report will be published on completion of the project.

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LAVENDER, G.B. and M.A. FINDLAY 85/AB: 197

Australian Thesaurus of Education Descriptors. Australian Education Council Australian Education Thesaurus Project. A word-stock for indexing and retrieving Australian educational literature. Hawthorn, Victoria: Australian Council for Educational Research Ltd, 1984 [247p.]

The publication explains its purpose as follows: the Australian Thesaurus of Education Descriptors is a word-stock, based on the Thesaurus of ERIC Descriptors, which is designed specifically for indexing and retrieving the literature of education in Australia. It is a controlled vocabulary suitable for adoption by a wide range of bibliographic information storage and retrieval systems, whether they are manually compiled or computer-based, in-house services or generally available to the whole education community. The Thesaurus has been prepared taking into account also the vocabulary needs and subject indexing practices of the Australian Education Index database which adopted the new Thesaurus beginning with the first quarterly file update in February 1984.

The first chapter of the introduction describes the development of the Thesaurus and its general rules of indexing, which make it applicable to every information storage and retrieval system, large or small. The second chapter lists the descriptor groups. These are various categories related to: learning and development; physical and mental conditions; educational processes and structures; curriculum areas; human society; information and communications; research and measurement; facilities and equipment. The detailed alphabetical lists of descriptors form the main part of the Thesaurus.

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AUSTRALIA. YOUTH AFFAIRS COUNCIL OF AUSTRALIA (YACA) 85/AB: 198

Annual Report 1983-84.

This report contains detailed information about YACA and its activities in the year 1983-84, as well as an overview of developments in the five years since the establishment of YACA in 1979.

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SECTION 85/C

PROGRAMS

Reports, Reviews, Evalustions

85/C: 117 - 173

AUSTRALIA. MINISTER FOR EDUCATION 85/C: 117

National PEP Conference: Follow-up. Canberra: Minister for Education, April 1985 [Letter and Attachments]

The National PEP (Participation and Equity Program) Conference decided that the reports of some working parties and groups should be brought to the attention of appropriate authorities. The reports were consolidated as the Conference Statement, which was then circulated to Conference participants, relevant State and Commonwealth Ministers, PEP Advisory Committees and other authorities in October 1984. The Commonwealth PEP Co-ordinating Committee was asked to advise on ways in which the various conclusions presented in the Statement could be followed up.

The Committee has examined the reports in detail, and its comments on the major issues raised by the various groups are attached to the Minister's letter. The comments include information on relevant action which has been taken since the Conference as well as its suggestions for ways in which the conclusions presented in the Conference Statement might be further developed. In some cases, the Committee has made proposals for specific action; in others, it has outlined future directions. Because of the constraints of available resources, not all suggestions can be acted upon immediately, and the Committee has given some indication of what it sees as priorities for action.

The issues covered in the attached paper are:

- PEP Advisory Committees - Representation and Consultation
- PEP Advisory Committees - Powers and Responsibilities
- Information and Dissemination
- Youth Policies - Income Support
- Curriculum
- Resources
- Technical and Further Education (TAFE)
- Monitoring and Evaluation
- School/TAFE Co-operation
- Non-Institutional Learning
- Affirmative Action
- Needs of Special Groups
- Targeting (Schools).

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PETTIT, David* 85/C: 118

Avoiding the Potholes in PEP. In The Educational Magazine, Vol.42, No.2, 1985 [p.2-5]

In this article David Pettit looks at the first year of the Participation and Equity Program. The first part of the article puts PEP in a national perspective in which the Commonwealth Government's concerns with the economy and the labour market and the significance of education to these are contrasted with teacher concerns which tend to focus on the needs of the individual, rejecting a utilitarian view of education as a means of compliance with economic and labour market demands. PEP is seen as straddling the two and experiencing the strains of differing interpretations and orientations of the program.

The article goes on to review how PEP funds were used in schools during 1984, mainly for conducting reviews of their school programs through the use of teacher time release and the gathering of information from teachers, parents and students. The main topics of concern were courses, school organisation, how to get parent and community support and, in a few cases, what student participation might look like. The first year of PEP has highlighted some of the problems associated with various approaches that schools have adopted. These approaches can be described as technical and professional expertise, social, structural, political and cultural approaches. The remainder of the article reviews each approach in some detail and the 'potholes' in each are described. The reviews are based on Australia-wide experience of PEP and are intended to provide a useful mirror for schools to reflect upon their PEP experience.

In his concluding comments, the author notes that post-primary schools and the tertiary sector were already being pressured to change, even before the PEP initiative was launched. Increasing retention rates to Year 12 have called the Year 12 examination and policies and mechanisms for tertiary entrance into review and the injection of the equity issue has further complicated the retention issue. PEP has posed schools and education systems questions that address the very purpose and nature of post-primary and tertiary education. It is therefore inevitable that the first year of such a challenging and ambitious program should create some confusion and misunderstanding in the review process.

* During 1984 Consultant to the Commonwealth Department of Education. Now Consultant to the Strategy Plan Committee of the South Central Regional Board of Education, Victoria.

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BURKE, Clarrie 85/C: 119

The Quest for Equity: Implications for Participation and Equity in Australian Schools. Paper presented to an Inservice Program for Principals of secondary and special schools and TAFE colleges in the Brisbane South Region, 8 November 1984. Kelvin Grove, Qld.: Kelvin Grove Campus, Brisbane CAE, 1985 [21p.]

The principle of equity is central to the Participation and Equity Program (PEP), but it has not been adequately analysed or clarified. This paper sets out to delineate some of the key aspects of equity and then to consider the implications for PEP in schools. Part 1 of the paper, Making Sense out of Equity, discusses four concepts: equality, difference and impartiality; equality of opportunity; warrantable discrimination; equity. In each case differing interpretations and the development of concepts over time are outlined and the philosophical and practical implications disentangled.

In Part 2, the implications of equity for schools and PEP are considered, indicating the need for teachers and schools to review the meaning and application of equity in schooling and its processes. Rigid and hierarchical structures have been shown to reproduce inequality. The paper argues for participative structures of decision-making; for positive action to develop community confidence in its own capacity to share in the running of schools; for greater diversity among schools to meet differing needs; for the school to be viewed as a nerve centre for community interaction - a social institution reflecting the school/community partnership in community activities, including political and developmental processes.

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GLOVER, Anne 85/C: 120

School Development through the Participation and Equity Program, De La Salle College, Kingsgrove. In Participation and Equity Program News (compiled by the Non-Government PEP Program Sydney), Vol. 2, No. 3, April 1985 [p.2-6]

This article describes the implementation of PEP at De La Salle College, Kingsgrove, NSW. One of the main factors which led to the targeting of this Years 5-10 Boys School for PEP funding was the very low retention rate of Year 10 students into post-compulsory education. Another factor was the large number of students from backgrounds of English as a Second Language.

The basic aim of the project carried out in Term 3, 1984, was to increase the satisfaction students obtain from learning at different levels, as well as to improve attitudes towards learning and increase participation in education. It was decided to concentrate efforts initially on Year 8 students. Following a survey of Year 8 students, a pilot project of curriculum development was devised to develop 6-week semester courses for all Year 8 students. The 6-week elective courses were in English, Social Sciences, Religion and Social Survival and topics of broad general interests were selected for each course; e.g. the English subjects were Cinema Studies, Mystery and Fantasy, Discovering Language through Experience, Sports and Media, and Drama. The courses were so successful that they were extended beyond the planned six weeks through to the end of the year.

A second survey conducted half-way through the 6-week period asked students how they liked the subjects, how good they were at the subjects and how hard they tried in each. The results were dramatic: in some new courses, the number of students liking the subject was four times the number liking courses which had not undergone this development.

The success of the 1984 courses has led to developments for 1985 in which it is aimed to increase further the diversity and flexibility of courses available to students, also taking teachers' interests into account as much as possible.

The article outlines some of the problems which arose during the initiation of the new semester-based program such as the problem of finding capable relief staff to provide effective release of teacher time and the seemingly endless demand for new ideas. It is stressed that problems were mostly dealt with as they occurred and never threatened to dampen the enthusiasm generated by the project.

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QUEENSLAND. DEPARTMENT OF EDUCATION. 85/C: 121
IN-SERVICE EDUCATION (SECONDARY)

PEPLINES. Information for schools about the Participation and Equity Program: Addressing the Action Areas - Girls in Education. A Case Study of a PEP Project at Kingston State High School. Vol. 1, No. 3, May 1985 [28p.]

This issue of the journal which is produced to generate better understanding of the Participation and Equity Program (PEP) is concerned with the education of girls, focusing on a curriculum project at Kingston State High School. The introductory discussion shows that girls generally go into female-type occupations such as clerical, sales, service, teaching and nursing; and fewer of them than boys study mathemtics, physics and chemistry which would lead into less sex-stereotyped occupations. The school curriculum has an important role to play in building the confidence of girls in their own abilities and changing attitudes of the girls and their parents on education and career options.

With these aims in mind, Kingston State High School set up a Committee to collect and distribute information and undertake activities which would widen subject selection by girls in the school. The range of activities planned included staff discussions of the issues, parent/student evenings and, as a first stage in curriculum change, a three-day seminar for Year 11 girls. The presentation and organisation of this seminar are described and some evaluative comments made. The second half of the publication is a listing of resources of various kinds which could be useful for teachers wishing to take action on the issues of the aspirations and choices of girls in education and occupation.

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NSW. THE NON-GOVERNMENT PARTICIPATION AND 85/C: 122
EQUITY PROGRAM (SYDNEY)

Participation and Equity Program News, Vol.2, No.4, June 1985 [17p.]

Among the articles in this issue of the journal is an account of a staff development program at Casimir Catholic College, Marrickville (p.2-8). Another article, Some Assessment Questions for Schools and their Communities, is reproduced with permission from the Victorian Institute of Secondary Education (VISE) publication, Viewpoints, No.2, September 1984 (84/AB: 244).

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LEWIS, Sue 85/C: 123

Equal Opportunity in the Science Classroom.* In Equal Opportunities Resource Centre Newsletter (32 St George's Terrace, Perth 6000), Vol.4, No.5, November 1984 [p.4-7]

Girls under-achieve in science and women are under-represented in the scientific community. While recognising that the reasons for girls' lack of participation in science are complex, this article discusses what can be done to reduce girls' underachievement in science and considers programs for affirmative action in the science classroom. It is necessary to focus on changing the attitudes and practices in the secondary education system in order to work towards equal options for girls in employment and training. The suggestions described in the article are aimed not only at overcoming some girls' sense of alienation from science but also at de-stereotyping the traditional masculine image of science.

Beginning with changes to curriculum and content, the article suggests that a new emphasis be given in science lessons to the process of scientific learning. Rather than teaching science as a series of facts from a textbook, teachers should present these subjects as experimentation and theory development through observations and experiences. Science should be humanised and linked to the students' own experience. In teaching science, girls' socialisation should be equally valued with that of boys who often have a more practical, 'tinkering' socialisation which makes them more confident in the physical sciences in particular.

Scientific language is often unnecessarily complex, formal and restrictive and scientific textbooks usually convey the male-dominated nature of science by references to 'man', male scientists and examples of scientific concepts that would be familiar to boys' socialisation but not to girls'. It is important to counteract this bias and attempt to restrict the use of texts conveying such a masculine picture of science or at least supplement them by building up alternative resources that put forward appropriate scientific role models for girls. Similarly, all students should be encouraged to feel more confident and familiar with scientific vocabulary and to own their scientific knowledge.

In terms of practical class experiments, it is essential to have enough equipment for all students in the class to prevent monopolisation of equipment by the boys. If this is not possible, positive steps should be taken to counteract the 'girls recording and the boys doing' syndrome, by encouraging girls to demonstrate equipment to other class members, for example.

The atmosphere of science classrooms and teaching approach should be adjusted to provide a learning environment in which girls feel comfortable. Student assignments to document experiments need not always follow the 'aim, method, results, discussion' theme which can create concern in many students about whether they are right or wrong. Scientific writing can include feelings and imagination and more freedom of expression in documentation can encourage a creative response to the subject amongst all students.

* Originally printed in VOC Bulletin, 1983.

The value of single-sex classes for maths and science should not be overlooked as these can be very effective in helping build up girls' confidence in these areas. It is interesting to note that many of the women who now teach and practise science themselves experienced their science education in a single-sex environment.

One of the significant problems in instituting changes such as those described above is the insistence of tertiary science educators on content and prerequisite areas. The demands of tertiary science courses are the repeated argument for unimaginative science courses in secondary schools, notwithstanding the fact that those students (male and female) who go on to tertiary studies in science itself are a small percentage of the overall group. The importance of a good grounding in science at the secondary level is highlighted by evidence coming to light that far more girls choose science or express an interest in scientific subjects later rather than earlier at school. Peer group pressures against girls doing science, particularly in co-ed schools, can be powerful forces during adolescence and schools need to make considerable effort to balance the scales.

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DAVIDSON, M. and R. HARTLEY 85/C: 124

Women and Computers Workshops. Melbourne, Victoria: Victorian Institute of Secondary Education (VISE), October 1984 [26p.]

This report describes the background to and the operation and outcomes of two Women and Computers workshops organised by the VISE Task Force on Transition Education and Equal Opportunity.

The first section of the report describes the impetus for the workshops, which were aimed at women teachers and parents who had little or no experience with computers. Amongst the major reasons for holding the workshops were: increasing evidence that girls are being given more limited access than boys to computers in schools; recent emphasis in Commonwealth and State computer education guidelines on the professional development of women teachers, non-Maths/Science teachers and parents; requests from women teachers for opportunities to overcome their sense of apprehension about computers; a belief that schools need to develop a sound educational and social rationale for the use of computers in schools.

Section 2 contains the aims and the planning and program details of the workshops. It also includes a discussion of the responses of the participants and some suggestions for action in schools which arose out of planning sessions in the workshops.

Section 3 discusses a range of issues concerning computers in schools, details some general recommendations regarding professional development and makes some specific suggestions regarding workshops for women. A bibliography of materials relating to women, education and computers is also provided.

FIRKIN, Judith, Maryellen DAVIDSON and Lesley JOHNSON 85/C: 125

Computer Culture in the Classroom. Case studies of Ten Metropolitan and Rural Schools. Melbourne, Victoria: Victorian Institute of Secondary Education (VISE), 1985 [31p.]

Encouraged by the policies and funding of both the Federal and the Victorian Governments, schools are investing considerable time and resources in computer technology. In December 1984, there were 3,226 computers in Victorian schools and computing studies of various kinds were a well established part of the curriculum in the mathematics and commercial areas. Nevertheless, there are problems associated with the use of computers in schools. This project, initiated at the request of some teachers and schools, was designed to explore the problems and to develop techniques to assist school communities in drawing up policies for the use of computers and for evaluation of that use. Six schools in the city and four in the country participated in the project, the research being carried out in the city schools by graduate students in the Diploma in Education course at Melbourne University and in country schools by regional consultants. The background and design of the project are described in Chapter 1.

Chapters 2-5 deal with various aspects of the use of computers in the schools. Dealing with Timetabling, Chapter 2 reports that the teachers involved in computer use and studies were almost all male and from the science/mathematics departments, and these were the subject areas in which computer studies were most offered. Access for students to computers tended to be constrained by their location in a single room and by timetabling.

Attitudes to computer education (Chapter 3) among teachers ranged from the enthusiasm of the dedicated and generally self-selected and male users to the indifference and subdued hostility of teachers not actively involved. Parents and school councils actively supported the introduction of computers and were seen as essential in providing funds.

Student attitudes, examined in Chapter 4 (Computers in the Classroom) also ranged from enthusiasm (sometimes obsession) to ambivalence and positive dislike. Teachers commenting on student attitudes maintained that boys and girls were equally competent; but further discussion indicated that they tended to classify more boys than girls as confident, exploratory, enthusiastic, career-minded and machine-oriented, and more girls than boys as apathetic and uninterested. Behind the differences may be the difficulties girls find in gaining access to good equipment in schools.

Chapter 5, Classroom Dynamics, reports from direct observation of students and teachers in the classroom. It notes the direction of teacher attention to those students using computers and the non-involvement of other students; the level of co-operation among student users; unequal access to computer use. The results of the project are discussed briefly in Chapter 6.

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QUEENSLAND. DEPARTMENT OF EDUCATION. B5/C: 126
ALCOHOL AND DRUG PROGRAMS UNIT

Interpersonal Skills in Drug Education: Activities for Groups. Brisbane, Queensland: Department of Education, June 1984 [21p.]

Drug abuse among young people often stems from underlying problems such as low self-esteem, family relationships, boredom, lack of assertiveness and feelings of powerlessness. Drugs are seen as a way of solving these problems. The most effective way of assisting drug dependent teenagers is to help them develop the skills necessary to deal with basic problems. Although many of the activities and skills in this booklet are useful for students who already have a drug problem, the main aim of the project is to form part of a prevention program which develops the student's skills in decision-making, communication and assertiveness so that he or she may deal effectively with personal or interpersonal problems. For outcomes related to drug behaviour, however, the development of these skills needs to be placed in the context of alcohol and drug related situations rather than be dealt with in isolation.

This booklet could be incorporated into school subject areas such as Health and Physical Education, Social Science, Home Economics and English, or used in Pastoral Care programs or on Health and Leadership Camps. While parts of it could be taken out and used for a specific lesson or purpose, teachers are encouraged to use this resource in its entirety. The activities presented here are selected ones which have been used and found to be effective by members of the Alcohol and Drug Programs Unit, in working with teacher and student groups throughout Queensland. They are not presented as a complete set of activities within each unit topic but rather serve as an introduction to these topic areas. The approach used in the Drug Education Skills Training Seminars (and the approach recommended for this booklet) involves the use of group learning techniques. The advantage lies in the experiential learning which can take place in the development of skills. Experiential learning entails an active involvement in the learning process in which the learner shares more of the responsibility than he would by merely sitting passively or taking notes from a teacher. This booklet structures a variety of 'experiences' for students. Its nine units cover: group facilitation, introductory activities, empathy building activities, self-esteem building activities, decision-making skills, communication skills, assertiveness skills, coping skills, closure activities. Appendices provide information on references and resources.

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ORGANISATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT (OECD)

85/C: 127

Transition to Adulthood. Institutional Innovations. Paris, France: Centre for Educational Research and Innovation (CERI). Organisation for Economic Co-operation and Development (OECD), October 1984 [59p.]

This document (prepared by Colin Ball, Peter Kuenstler and Robert Stores from the U.K. Centre for Employment Initiatives) presents a number of case studies dealing with innovative approaches in a broadly defined area of transition to adulthood. It also discusses the issues and implications of these innovations for mainstream education.

Over the last few years, the transition to adulthood has become an increasingly complicated process for youth in most OECD countries. Increasingly, young people are caught in a trap where many of the known and established 'roads' to adulthood have been blurred or destroyed and convincing new ones have not yet replaced them. The search for new 'roads' should be of concern for all young people but particularly for vulnerable groups. Many recent initiatives in education and training have been valuable in themselves but not sufficiently creative in helping young people to see that those institutions will lead them to adulthood.

The report begins with a discussion of the reasons for institutional innovation and the methodology used in compiling and collating the information from member countries for this comparative case study.

The third chapter describes the features and outcomes of a selected set of innovations from sixteen countries, including Australia. Projects engaged in include: mountain sports in Greece; family education courses in Finland; drop-out programs in Italy; youth business initiatives in the United Kingdom; a Work Centre in Norway catering for young people with lack of confidence and work discipline; 'self-managed' lycées in France with decision-making based on a general assembly; compensatory education programs in Spain based on a non-hierarchical, participative approach; entrepreneurial skill-training in Sweden, within and outside the school curriculum; a six-month program of education 'on location' outside traditional schools for students from district high schools in California, U.S.A.; short-term, paid community service work during summer holidays for students in Portugal; a supportive training Workshop for mentally or socially handicapped young people in Germany; an adaptable training and social centre in Holland for habitual truants and their families; an association for the encouragement of musical improvisation, with special programs and resources for young people in Switzerland; a political youth centre in Belgium which provides opportunities for young people to plan, run and evaluate their own activities.

The Australian case-study focuses on a Western Australian Participation and Equity Project which links rural communities with unemployed young people from the cities, and on a 'survival program' run by an order of Catholic nuns. The W.A. program, entitled 'Introduction to Farm Life Course', consists of a one-week orientation stage, a two-week work experience and adventure training stage involving visits to a variety of locations in the south-west of the State, followed by an 11-week farm work/training phase where students are hosted by farming families in a particular area.

The Rosemount Survival Program in Sydney aims to serve the needs of young people who experience major difficulties in coping with the transition from being dependent on their families to becoming more independent young adults, particularly where they and their families are experiencing stress.

The Report concludes with a description of the practical lessons which emerged from the diverse projects and programs and the implications of the innovations for policy-makers. The 'practical' lessons can be grouped under the headings of: relationships; organisation and structure; personal responsibility aspects; participation and involvement; content and curricula; new ways of facilitating learning and personal development. Many of these appear to be relevant to those engaging in PEP activities. The major policy implication outlined in the report concerns the need to consider how the practices and techniques being pioneered can be built into the mainstream rather than simply replicating them on the fringes of secondary and post-secondary provision. Two specific policy implications of adopting the sort of innovations described in the report are clear. Firstly, if more emphasis is to be given to experiential learning, then this will mean less emphasis on the classroom and professional teachers and consequently a need for fewer of each though there will probably be a need for other resources and skills. Secondly, if more responsibilities, choices and decisions are to be given to young people, then substantial changes in techniques and organisation will be required, rooted in equally great changes in adult and professional attitudes towards the roles and rights of young people. Enabling transition is a question of looking at ways in which developed societies can create opportunities to enable young people to play a useful role in society as fast as their increasing strength and competence allows.

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W.A. EDUCATION DEPARMENT. TAFE PARTICIPATION AND EQUITY PROGRAM (PEP). RESOURCES UNIT 85/C: 128

PEPTALK. April/May 1985 [32p.]

This issue of the newsletter contains a number of articles on traineeships and associated issues.

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VICTORIA. TAFE BOARD. PARTICIPATION AND EQUITY PROGRAM (PEP) 85/C: 129

TAFE PEP News. No. 1 [15p.]

The purposes of this newsletter are: to provide information and news of general interest to people involved with PEP; to report on progress of various PEP research-oriented projects; to provide summaries of and comment on relevant educational reports; to promote the exchange of information, ideas and support among staff and students involved in PEP and so provide a state-wide forum for discussion of issues. This issue contains information on various relevant reports and projects as well as articles on evaluation and curriculum.

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WEST, Peter 85/C: 130

Participation and Equity Programs in Technical and Further Education in Western Sydney

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INSTITUTION Centre for Administrative and Higher Education Studies, Faculty of Education, University of New England

TIME March 1985 - March 1986

PLACE Western Sydney

The aim of this research project is to study PEP programs in TAFE colleges. The study comprises three parts: an overview of the program and its scope; a particular study of efforts made in colleges in Western Sydney; and a detailed case study of Blacktown College of TAFE. Study methods include a review of relevant papers, documents, reports and enquiries, and interviews with key participants such as TAFE personnel in Head Office, local CES staff, TAFE college principals, regional and college co-ordinators of PEP. A close study of one PEP class at Blacktown TAFE College will also be undertaken. Results obtained will be compared with those of others undertaking investigations in the field.

DOCUMENTATION

A summary of the study will appear as a Monograph in the Western Sydney Project Series and articles will be written for journals such as Australian Journal of Politics and History.

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CUMMINGS, Richard J. and Wendy BIRMAN 85/C: 131

Report of an Evaluation Study of the Curriculum Research and Development Resource Team in the Participation and Equity Program in Technical and Further Education, Western Australia. Perth, W.A.: Institute for Social Program Evaluation, Murdoch University, December 1984 [76p. + appendices]

In the context of change from Transition Program to Participation and Equity Program (PEP), this evaluatioon study was undertaken to provide information on the role of the Resource Team, its processes and its results in terms of support for TAFE PEP courses. The study was also required to suggest alternative means by which the Resource Team might more effectively provide support in the light of the broadened objectives of PEP. Chapters 1 and 2 detail the purposes, method and scope of the study. Chapter 3 describes the Resource Team, its roles and responsibilities as well as outlining the fifty-five PEP courses (of which 12 are community-based).

Chapter 4 examines the support given by the Resource Team in areas such as assessment of the need for courses, selection of courses, student recruitment, curriculum development and evaluation. The issues of participation and equity are considered in Chapter 5 along with other issues arising from the broad aims of PEP. In these two chapters difficulties and areas of needed support are discussed and suggestions for improvement made. In general, the Resource TDeam is seen to be providing much needed support in a way which suits a great majority of college and courses staff.

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S.A. DEPARTMENT OF TECHNICAL AND FURTHER EDUCATION (TAFE) 85/C: 132

Evaluation of the TAFE Component of the Salisbury City Council Job Training and Job Placement Program. Adelaide, S.A.: Curriculum Development Branch, S.A. TAFE (no date) [76p.]

The Salisbury City Council program was planned as a pilot education and training program for unemployed young people considered most disadvantaged in the labour market. The program, which begun in June 1983, provided 19 participants with a one-week orientation period at Salisbury City Council, 10 weeks vocational training at TAFE colleges and 17 weeks employment with the Council under the Special Youth Employment Training Program (SYETP). This evaluation of the TAFE component was undertaken as part of a series of similar evaluations of Transition Programs. The methodology of the evaluation is outlined in Chapter 1.

Chapter 2 describes the origins and development of the program. In Chapter 3 the components of the Council Administration Course provided by TAFE are outlined. These comprised vocational skills (keyboard, office practice, introduction to computers); personal development, career education and communication studies. Chapters 4-8 cover the administration of the program; selection of participants; background characteristics of participants; their perceptions of the program and of the TAFE training component.

The outcomes and issues are discussed in the final Chapter 10. The program is seen as being broadly successful, but a number of suggestions are made for improving effectiveness, particularly in administration and design. The chapter also raises issues for consideration in future programs.

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DAVIS, Denis J. 85/C: 133

Apprentices in Western Sydney. Sydney, NSW: Centre for Research in Education and Work (CREW), Macquarie University, December 1984 [122p.]

This work was commissioned by Western Sydney Regional Information and Research Service (WESTIR) and funded by the Commonwealth Department of Territories and Local Government under its Regional Community Development Program. It was designed to survey the numbers of apprentices in Western Sydney, where they were employed, what training was provided and what the perceptions of employers and other agencies were on training provision. This report of the research carried out in the three months September-December 1984 begins by stressing the limitations imposed by the short time period and by the inadequacy of existing data on apprentices in the area. The study collected its own data from ten employers and employer organisations, the staffs of three Technical and Further Education (TAFE) colleges and persons in three Commonwealth Employment Service (CES) offices.

Part A, the main report, is in two sections. Section 1, dealing with the number and occupations of apprentices in Western Sydney, gives the background and general findings of the survey and then, in Chapter 2, provides detail of the apprenticeship trades by occupational and geographic areas of concentration. Given the Western Sydney levels of population, of the 15-19 year old workforce, of the labour force generally and of employment in manufacturing and construction industries, Western Sydney's share of registered apprenticeships seems lower than expected and has been falling since 1981. The reasons for this could not be positively identified by the study, but could be due to declining apprenticeship opportunities, to migration of apprentices out of the area, or to registration of local apprenticeships out of the area. Overall, the region could have been expected to have at least 2,400 more apprentices than its current 7,385.

Section 2 reviews the current and future demands for apprentice training in Western Sydney. It covers the current TAFE and industrial training provision, discusses perceptions of employers and others on future needs and analyses the degree of mismatch between what is presently planned in training provision and the perceptions of likely future need. The study finds evidence of deficiencies in provision for future needs and also expresses concern at inequities in the distribution of apprenticeships geographically and in socio-economic terms. Since the most important ways of finding an apprenticeship are by advertisement and, even more, by personal contact, children from management or tradespersons' families in the area have a considerable advantage over those who are more likely to use the CES.

Part B of the paper presents fifty-eight pages of detailed statistics on key trade apprenticeship profiles by postcode area.

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NOONAN, Peter 85/C: 134

The Participation and Equity Program in TAFE: A Critical Analysis. Occasional Paper No.11. Adelaide, S.A.: TAFE National Centre for Research and Development, 1985 [17p.]

This paper was prepared before the release of the OECD (85/AB:13) and Kirby (85/C:91) reports as a discussion paper on the implications for TAFE of the Participation and Equity Program (PEP). It argues that the linking of participation with considerations of equity poses some fundamental challenges and problems for TAFE which have not been sufficiently recognised. The paper begins with an outline of the development and aims of PEP, pointing out the limitations of the program resulting from restricted funding and from the fact that pressures of time in the introduction of the program did not allow sufficient consideration of the entrenched and powerful structural barriers to increasing equity in TAFE or options by which equity could be promoted.

The paper goes on to look at the issues of participation and equity generally in TAFE. There has been a strong growth in full-time participation by young people in TAFE in recent years and demand far exceeds places available, but for many courses, particularly trades and those with direct links with employment, access is restricted or biased in favour of some groups. There has been little done to improve access by 15-19 year olds to the bulk of 'traditional' courses. Teenage participation has been concentrated in trade and so-called preparatory courses, with teenage males dominating trade areas. New courses developed under PEP do not provide sufficient skills and are not recognised as enabling entrance to most occupations without further training. Increasing participation in and access to TAFE through PEP will not result in more equitable outcomes without more fundamental changes in method of entry to courses in TAFE streams 1-4. PEP, however, does have the potential to act as a bridge to such courses if accompanied by other changes such as a formal recognition of its role in a defined and coherent structure of courses and qualifications. Further issues such as accreditation, course content and labour force planning also exist as substantial factors restricting participation (and equity) for many people in TAFE.

It is regrettable that there was no request to TAFE, or indeed time before the introduction of PEP, for a searching examination of barriers to equity in TAFE. Among other difficulties in the way of achieving equity are: the lack of definition in the concept of equity; the conflict between PEP goals and expenditure restraint; inequities in resource allocations between education sectors where TAFE is at the bottom of a clearly defined hierarchy; the assumption that education can of itself contribute significantly to reducing social inequalities which currently and to a large extent determine access to particular institutions and courses throughout tertiary education.

The paper goes on to point out that the role of the Commonwealth in TAFE is a limited one, that the powers for change rest with the States and that equity will not be achieved through any single program. It requires a commitment by TAFE authorities and some fundamental changes in approach and priorities. In this, equity is in competition with other TAFE objectives such as equipment for courses in high technology areas. Other difficulties arise from the TAFE perception (supported by funding allocations and position of TAFE on State PEP Committees) that PEP is essentially aimed at schools and that the role of TAFE is marginal. The paper discusses the issues this perception raises and then considers some options which the Commonwealth could take to amalgamate many current programs and link them more firmly with work experience. This approach would be in keeping with the work/study model favoured by young people themselves and used in many European countries. The implications of this approach for reducing inequities are explored in the concluding section of the paper.

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NSW. DEPARTMENT OF TECHNICAL AND FURTHER EDUCATION. 85/C: 135
POLICY UNIT and NATIONAL CLEARINGHOUSE FOR
YOUTH STUDIES

Some Issues for TAFE in the Report of the Committee of Inquiry into Labour Market Programs (Kirby Report). A discussion paper prepared for a NSW Department of TAFE Seminar, 12 April 1985. Sydney, NSW: Policy Unit, Department of TAFE, March 1985 [18p.: mimeo]

This paper provides some brief information on the Committee of Inquiry into Labour Market Programs and then reproduces a summary of the Committee's Report prepared by the National Clearinghouse for Youth Studies (85/C:91). The main part of the paper is concerned with the implications of the Report for TAFE. It identifies those recommendations which are most important for TAFE and others which are likely to affect TAFE in some way. Of the recommendations, the most far-reaching in implications for TAFE is the proposal for a system of traineeships, but other aspects emphasised in the Report are also important. Among these are: equal access to education and training as a means of improving the life-chances of the individual; broad-based, as opposed to narrow, education and training for youth entering the labour market.

The paper goes on to deal in detail with recommendations of the Kirby Report in a number of areas: traineeships; apprenticeship and the quality of skills training; access to education and training for adults, women, migrants and people with disabilities; income support; labour market information and planning; structures for administering and advising on training. In each of these areas the recommendations and intentions of the Report are clearly set out and then succinctly discussed in terms of their implications for TAFE, the issues they raise and the difficulties which may need to be faced.

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Some Issues in Training as a Response to Unemployment. Paper for the NSW Annual Conference of CYSS Project Officers and CYSS Management Committees. Sydney, NSW: Policy Unit, NSW Department of Technical and Further Education, 27 April 1985 [11p.: mimeo]

Leaving aside cynical answers to the question of why governments respond to unemployment by training programs, there are two commonly held views based on human capital theory: the need to provide training for those without the skills necessary to compete in the race for jobs; the need to invest in human resources in order to sustain national economic growth. For various reasons, neither of these theories, in application, has done much for the unemployed or the economy. On the other hand, the system of traineeships proposed by the Committee of Inquiry into Labour Market Programs (Kirby, 85/C:91) has the potential to make more of a difference to the labour market position of youth than any government initiative in the last decade.

Unlike previous labour market programs, the traineeships proposal requires an integrated package involving negotiations among all interested parties such as employers, trade unions, industrial tribunals, training authorities and educational institutions. It has the chance of providing a recognised credential for participants and could extend training to a range of occupations outside the narrow traditional areas of skills to which present programs are directed. Thus trainees are likely to have a better chance of linking into growth industries which offer career opportunities and job security, but which require new skills outside the ambit of present trade training. Traineeships also have the potential to benefit those currently disadvantaged by labour market programs, including females and adults.

It is possible that traineeships will also create some employment by encouraging job-splitting, by substituting school leavers for school students in the part-time labour market and by regulating the labour market in favour of youth, as apprenticeships have regulated it in favour of young males. Finally, the paper discusses and rejects the suggestion that the negotiated wage of traineeships is likely to reduce youth wages generally, and that, if it did, this would lead to more jobs.

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NSW. EMPLOYERS FEDERATION OF NSW 85/C: 137

Youth Employment and Training Issues. In The Employers' Review, Vol. 57, No. 2, March 1985 [p.10-11]

This article summarises the main points made in the Report of the Inquiry into Labour Market Programs (Kirby, 85/C: 91) and the OECD Report, Review of Youth Policies in Australia (85/AB: 13).

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AUSTRALIA. NATIONAL TRAINING COUNCIL (NTC) 85/C: 138

Conference on Industry and Training, Sydney, February 20-21, 1985. Report of Proceedings. Canberra: NTC, April 1985 [174p.]

This Conference focused on the recommendations of the Report of the Inquiry into Labour Market Programs (Kirby: 85/C:91), and on the interrelationships between and the various roles of employers, unions and State Technical and Further Education (TAFE) and other training authorities. Participants included employers, unions, TAFE and training authorities, representatives of Trades and Labour Councils and the youth sector. The objectives of the Conference were: to provide participants with information about the Kirby recommendations so that they could develop informed views; to provide the NTC with the initial views of those involved in industry and training. The Report includes all the addresses to the Conference, summaries of workshop sessions, lists of participants and summaries of the Kirby Report and recommendations on traineeships.

For their intrinsic interest, two of the papers are summarised separately (85/C: 139, 140).

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NOAKES, Bryan* 85/C: 139

Address to the Opening Session of the National Training Council (NTC) Conference on Industry and Training, Sydney, February 20-21, 1985. Report of Proceedings. Canberra: NTC, April 1985 [p.27-30]

The paper expresses disappointment at the generality of arguments in the Kirby Report (85/C:91) and at its concentration throughout on the theme of equity in the labour market. For employers, the main considerations are the efficiency and productivity of participants and their capacity to contribute to economic growth; these should be the objectives of labour market programs, and are the only justification for any government intervention in the labour market. The concentration or over-concentration on equity in the report appears to have displaced any attempt to justify the recommendations of the Report in terms of their value and attractiveness to employers, who will, after all, determine the fate of many of the proposals.

Rejecting the proposal that there should be equal access to traineeships for males and females and 'that disadvantaged groups should participate in traineeships according to the level of their expectations and the duration of their unemployment', the paper argues that employees should be chosen on merit alone and not, as the Report proposes, on discriminatory targeting which elevates to importance considerations such as sex or race which should be irrelevant. The recommendation on traineeships in the Report does not take account of the issue of employer willingness to participate and the arguments used on this as on other issues such as youth wages are generalised and unclear.

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* Director-General, Confederation of Australian Industry (CAI) Industrial Council

Nevertheless, the paper welcomes the Report and particularly its emphasis on the need for adequate consultative processes. It stresses, finally, that any attempt to formulate programs which do not assist the competitiveness, efficiency and productivity of the labour market, or which act to reduce these by the rigidities of such requirements as quotas, will not achieve the results required.

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CREAN, Simon* 85/C: 140

Address to the Opening Session of the National Training Council (NTC) Conference on Industry and Training, Sydney, February 20-21, 1985. Report of Proceedings. Canberra: NTC, April 1985 [p.31-32]

Union objectives now include recognition of the need to foster economic growth in order to increase employment opportunities, and to integrate industry policy with macro-economic policies. The union movement also accepts the need for special arrangements to assist those most disadvantaged by economic recession. However, unilateral action by government may not create incentives for or lead to the sort of industry and community commitment needed to sustain employment recovery. In this context, a subsidy approach in labour market programs may not be the most effective approach.

The Kirby Report presents an honest and rational foundation on which to consider issues and develop discussion and responses. Unions have always recognised the rationale of a trainee wage rate, but experience with apprenticeship has shown that lower wage rates alone are inadequate to maintain opportunities. Other approaches need also to be taken, such as group apprenticeships. Training is a key factor in improving the employability of youth, and traineeships could work as a relevant extension of the trade training system, if they provided vertical career opportunities and avoided narrowing of skills and rigidity in occupational definitions. Unions would also be greatly concerned if traineeships were used as a means of exploitation: a source of cheap labour or displacement of other workers. In addition, it will not be an easy task to arrive at a balance between training, work experience and the value of work so as to achieve a fair negotiated wage for each area. Pilot schemes are useful in providing practical solutions to such problems.

Labour market programs need to be considered in the context of the larger industry, industrial relations and economic environment, and traineeships should be integrated with broader policy considerations. They will not be properly effective without full and widespread commitment from governments, employers, unions, the community and youth.

* Senior Vice-President, Australian Council of Trade Unions (ACTU)

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WILENSKI, Peter* 85/C: 141

Youth Policies in the Australian Public Service. Address to the Conference on Training for Australia's Future, Melbourne, 27 March 1985. Canberra: Public Service Board, March 1985 [17p.: mimeo]

This paper was one of a number of addresses to a Melbourne Conference which concerned itself with the Report of the Committee of Inquiry into Labour Market Programs (Kirby: 85/C:91). Its aim is to make some comment on youth unemployment and to consider how the public sector might respond to the proposal on youth traineeships. The paper begins by stressing the fact that the problems of youth unemployment cannot be solved by youth policies or labour market programs alone. The burden of youth unemployment falls disproportionately on those who are already socio-economically disadvantaged. Improving their economic situation and prospects requires a range of government policies, involving considerable resources and perhaps positive discrimination; in short, a concerted approach to socio-economic inequality, not simply a focus on youth policy as such.

Policies of this kind are contrary to the ideology of 'small government', but the paper argues that Australia already has 'small government' by the standards of OECD countries in terms of government outlays as a percentage of Gross Domestic Product (GDP) and levels of taxation. With rising GDP per capita income over the last ten years, Australia lacks not the income but the will to 'afford' social programs. Nor is there correlation to be found in OECD countries between size of government as a proportion of GDP and the rate of economic growth or level of economic prosperity. The paper goes on to point out some of the reasons why lowering youth wages, as many advocate, would not alleviate the problems of youth unemployment.

The remainder of the paper deals with the decline in youth employment in the public sector, and focuses particularly on the Australian Public Service (APS). It presents figures showing that, in a period of public service expansion from 1966 to 1983, the number of permanent officers aged under 21 years declined by about 30 per cent. This has been due to a number of interacting factors, including changes in rate of recruitment; in the state of the labour market as a whole; in the applicant population; in APS entry conditions; in APS occupational structures. Each of these is discussed in some detail in the paper.

Traineeships offer some prospect of redressing the imbalance in the share of jobs for young people in the public sector while providing the necessary training to fit them for better jobs in the future. The traineeships do not provide a subsidy to employers, but rely on productivity-based wages which, because they are not paid for off-the-job training, allow an employer to employ more staff for the same wages bill. On this basis, public service traineeships would be introduced largely as a replacement of existing positions rather than representing an increase in government expenditure on staff salaries. Thus 2,000 trainees could be expected to displace half that number of adult entrants. It is hoped that such a scheme could be decentralised, concentrating on State capitals where most youth employment and public service employment are located. Some questions still remain to be considered: the level of the trainee wage or allowance; the kind of on-the-job training to be provided; the future employment opportunities of trainees.

* Chairman, Public Service Board, Canberra.

O'DONNELL, Carol 85/C: 142

Ways of Improving Women's Workforce Status via Education and Training. Presented to the Conference on Women in Post-Secondary Education. Occasional Paper No.3. Darlinghurst, NSW: Women's Directorate, Department of Industrial Relations, March 1985 [8p.: mimeo]

This paper focuses on the discussion and recommendations in the Report of the Committee of Inquiry into Labour Market Programs (Kirby: 85/C:91), as these affect the education and training of women and thus improve their situation in the labour market. The philosophy adopted by the Kirby Report takes a new approach to discussion of the labour market in that it integrates considerations about women's employment into mainstream policy-making. The paper goes on to discuss in detail recommendations in the report which are directed to improving access of women to employment and to training. The effects of the proposal for a system of traineeships are also discussed, and the paper concludes that these could increase the status of service sector jobs held by women which at present have no training or accreditation. Traineeships could also be an important step in ensuring good quality service in the care of the aged, children, the sick and the disabled.

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VICTORIAN CONSULTATIVE COMMITTEE ON SOCIAL DEVELOPMENT (VCCSD) 85/C: 143

Education, Training and the Labour Market. Collected papers presented at a seminar in October 1984. Collingwood, Victoria: VCCSD (290 Wellington Street, Collingwood 3066), 1985 [33p.]

This seminar was arranged to bring to a wider audience issues of employment, education, training and labour market policies and programs. The following papers are included in this collection:

- **Labour Market Trends Over Recent Years**
  by *Mr Ainsley Jolley, Victorian Chamber of Manufacturers*
- **Current Educational Issues and Initiatives**
  by *Ms Barbara Spalding, Victorian Institute of Secondary Education*
- **Vocational Education and Training - The Current Context**
  by *Mr Ian Hunter, Gordon Technical College*
- **Job Creation Programs Now and For the Future**
  by *Mr John Freeland, University of Sydney*

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VICTORIA. DEPARTMENT OF EMPLOYMENT AND INDUSTRIAL AFFAIRS 85/C: 144

The Youth Guarantee: New Opportunities for Young Victorians.
Melbourne, Victoria: Department of Employment and Industrial
Affairs, April 1985 [5p.:mimeo]

The Victorian Government is developing a Youth Guarantee to provide all young people between 15 and 18 years with an option of full-time work or full-time education or full-time training or some acceptable and structured arrangement for education, training and work. The Guarantee will be supported by a network of information, advisory and other services co-ordinated and linked through a comprehensive information system so that young people have access to adequate information and advice.

The development of the Youth Guarantee will need comprehensive and long-term planning but specific initiatives are being taken immediately. These include: creation of 1,250 work/study positions for young people in non-apprenticeship areas, initially in Health, Education and Transport; an additional 700 apprenticeship positions with more than 3,000 to come during the Government's term of office; employment of an additional 440 apprentices in government agencies over the next two years. These initiatives will make available in 1985 some 2,170 jobs with training opportunities for young people. An extra 3,000 places are also being provided in TAFE in 1985.

The Youth Guarantee Program will be implemented by the Cabinet Youth Guarantee Committee, serviced by a small Directorate which will establish work/study positions in the public sector and liaise with education and TAFE systems. Conferences will also be arranged with the private sector and new Skill Centres will be established to improve training capacity in the private sector.

In order to increase the access of young people to existing jobs, the Government will seek to negotiate the extension through the Victorian public sector of permanent part-time work; will examine patterns of recruitment and employment to widen youth opportunities; will initiate discussions with private sector employers and unions to consider the development of other options for providing access for young people to existing jobs.

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RAFFE, David 85/C: 145

Small Expectations: The First Year of the Youth Training Scheme. Paper presented at Young Persons Labour Market Conference, University of Warwick, November 1984. Edinburgh, Scotland: Centre for Educational Sociology, University of Edinburgh, 1984 [19p. + tables and graphs: mimeo]

In its establishment and since, the Youth Training Scheme (YTS) in the U.K. has been a subject of controversy on a number of issues including level of funding, the allowance, the privatisation of off-the-job training, the status of political education and the relationship of the scheme with the current education/training debate. While these issues of quality, content and control are important, the ultimate success of the scheme may depend on whether it functions as an unemployment based measure or becomes seriously a means of enabling all young people to continue in full-time education or to enter training or a period of combined work and training. The impetus for establishing YTS was the level of youth unemployment. Though its initial objective was to provide training open to all young people and not only the unemployed, YTS has in fact functioned largely as an unemployment based scheme, as did its predecessor Youth Opportunities Program (YOP). If YTS is to reform youth training on a universal basis, it must establish itself as a desirable mode of training in its own right with a recognised status in the eyes of employers and students.

This paper uses the results of a 1984 survey of young people in Scotland in order to assess the extent to which YTS is seen, like YOP, as an unemployment based scheme. As part of a wider postal survey, responses to a postal questionnaire were obtained in March 1984 from a sample of 1,421 persons who left school in summer 1983. The survey provided information on trends in school leavers' destinations, experiences in the labour market, patterns of entry to YTS, leaving YTS and attitudes to YTS. Results in each of these areas are discussed in detail and statistical information is provided in attachments to the paper.

A concluding section of general discussion indicates that, by females, YTS is seen as an unemployment-based scheme, not at all to be preferred to an ordinary job. For males, the results, though a little more equivocal, showed similar perceptions. The paper suggests that a two-tier YTS may be emerging. The primary tier offers trainees (mainly males) a good chance of entry to particular occupations. However, most females and a good proportion of males are in the secondary tier which offers only a slim chance of employment and the hope that some employers may see participation in YTS as evidence of motivation. The conclusions in the paper relate only to the first year of YTS. If YTS provides the routes to good jobs, young people will follow the routes. Whether it succeeds in this remains to be seen.

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BAKER, Stephen 85/C: 146

A Comparative Evaluation of the Impact on Participants of Selected Youth Labour Force Programs. Working paper No.50. Canberra: Bureau of Labour Market Research, Department of Employment and Industrial Relations, December 1984 [51p.]

In 1981, the Bureau of Labour Market Research (BLMR) began a major comparative study of a number of training and employment programs (see 83/C:42, 84/C:52, 85/C:105). Drawing on a May 1982 survey of 3,730 participants in twelve programs and of 1,700 employers of participants in employment based programs, this paper analyses the determinants of the post-program labour market experience of participants. The twelve programs included in the evaluation were in two broad groups: education based assistance in which trainees are paid an allowance to undertake general or specific vocational training (for example, Education Program for Unemployed Youth (EPUY), pre-vocational courses, pre-apprenticeship courses); employment based assistance in which employers are subsidised to provide work experience and training (for example, Special Youth Employment Training Program (SYETP), General Training Assistance). These programs are described in Section 2 of the paper. Section 3 outlines the survey and method of analysis.

In Section 4, the personal characteristics of participants are discussed, covering balance of sexes, education, training and labour market experience before the program, as well as the experience of the program and labour market experience afterwards. Section 5 is concerned in more detail with labour market experience after the program and status at the time of the survey. Chapters 6 and 7 detail the analysis and the results.

The final Section 8 summarises the study and the results. Important influences on the labour market outcomes for participants appear to be level of schooling attained and completion of a course of post-school training. Those who complete the program assistance also appear to be more likely to have continuous full-time employment afterwards. Length of unemployment before the program reduces the chances of employment after the program.

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GAME, Ann* and Gay HAWKINS** 85/C: 147

Big Questions about Women and Work. In Australian Society, Vol. 3,
No. 5, November 1984 [p.26-29]

This article examines the Community Employment Program (CEP) and the Affirmative Action Program (84/C:132), using these programs as a basis for discussion of concepts and patterns of work in the society. Both these programs are aimed at improving employment opportunities for women. Though each is directed at a different group of women, both are framed within the social context of the prevailing work ethic and depreciation of unpaid work or welfare. Neither program, therefore, has the capacity to take account of women's experience of work, paid or unpaid; or to confront the need for a radical re-definition of work that would end the work/non-work and work/welfare dichotomies.

The article goes on to examine the two programs. CEP is aimed specifically at the severely disadvantaged unemployed of which women are a central category, but in its eligibility conditions, its application and its short-term funding, it is in many ways simply a new form of welfare. Job creation in the public sector and the community is not regarded as 'real work' and those working in CEP projects are seen as second-rate citizens. CEP projects, however, have the potential for women to organise work on their own terms and often in ways that challenge both the content of dominant forms of work and the way they are managed. Many CEP projects demonstrate the potential for imaginative, creative and democratic work that is socially useful both to the workers and to those it serves.

The Affirmative Action Program, on the other hand, is aimed at removing career discrimination for women in management. In this case, equality is understood as gender neutrality: women can now become like men; 'equal to' means 'the same as'. Affirmative action is concerned with the mobility of individual women and can do nothing about the majority of women workers who (Australia having one of the highest levels of labour market sex segmentation) are concentrated in sex-segregated areas. Nor does affirmative action challenge in any way the concepts and management of work. It merely admits some women to the male domain.

Together, the two programs highlight some basic questions about the relationship between work and welfare and the work/wage nexus at a time of growing long-term unemployment. The reality of fewer and fewer people surviving on a wage and more and more being dependent on social welfare makes it urgent to re-evaluate work and the idea of 'welfare'. Present concepts of 'productive' work place no value on the unpaid work which so many women do. Equally, welfare exists in a context where the only legitimate form of survival is a wage. The article goes on to argue the need for a guaranteed minimum income and a sharing of work so that everyone works less; a re-ordering of economic priorities so that what is produced is generally socially useful. The two programs discussed here reflect the separation of employment policies and welfare policies which reinforces the dependency and subordination of women.

* Department of Sociology, University of New South Wales.

** Department of Sociology, Kuringai CAE, New South Wales.

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TONER, Phillip 85/C: 148

Public Sector and Private Sector Employment Programs as Competing Solutions to Unemployment. In Australian Journal of Social Issues, Vol.20, No.1, February 1985 [p.56-71]

This paper presents a critical review of the relative advantages and disadvantages of private sector wage subsidies and public sector job creation schemes as solutions to unemployment. Arguments put forward in support of the respective programs are considered. The article then goes on to look at the outcomes of such programs, using the examples of the Special Youth Employment Training Program (SYETP) and the Regional Employment Development Scheme (REDS) to illustrate private and public sector employment programs conducted in Australia.

One of the major problems with SYETP is the difficulty experienced in fulfilling its twin objectives of providing training for those disadvantaged in the labour market and achieving their successful transition to unsubsidised employment. A major administrative flaw in wage subsidies is the fact that it is very difficult to determine whether a subsidy results in net job creation or the substitution of subsidised for non-subsidised labour. This means that the operation of wage subsidy programs can result in a degradation of the labour market through the substitution of casual, high turnover positions for permanent jobs.

Public sector job creation, as developed in the REDS program, entails certain benefits that do not accrue to private sector schemes. These include a greater capacity to incorporate intensive formal skills training for participants and the ability to manipulate more readily tax and employment multipliers.

The paper compares the cost efficiency of SYETP and REDS in creating employment and also reviews the direct and indirect returns of each program. Equity effects are also considered. The author concludes tentatively that the effectiveness of wage subsidies as a job creation mechanism is dependent upon economic growth, creating a paradox in the use of wage subsidies whereby they are most effective when they are least needed and most needed when they are least effective.

In conclusion, it is suggested that if public sector job creation does become a permanent feature in the economic landscape, then it is crucial that it is co-ordinated with labour market planning, regional and industry structural adjustment. It can even be used to assist in the re-location of labour and the re-training of retrenched workers.

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AUSTRALIAN INSTITUTE OF MULTICULTURAL AFFAIRS (AIMA)   85/C: 149

Reducing the Risk. Unemployed Migrant Youth and Labour Market
Programs. Three Volumes: Main Report [254p.]; Appendices [161p.];
Overview [29p.]. Melbourne, Victoria: AIMA, March 1985

In November 1982, the Australian Institute of Multicultural Affairs (AIMA) was asked to review the range of Commonwealth employment and training programs and CES services to assess their availability and suitability to young migrant and refugee job seekers. The terms of reference for the Review are set out at the beginning of this report, as are the thirty-four recommendations made as a result of the Review. The volume of Appendices provides detailed information on labour market and education programs and on the general surveys conducted by the Review in 1983 and 1984. Other appendices provide tables additional to those contained in the Main Report, together with a bibliography and information on the conduct of the Review.

Chapter 1 of the Main Report in its discussion, tables and graphs provides an overview of trends in the Australian labour market between 1971 and 1984, differentiating trends in unemployment in terms of age, migrant status and geographical locality. The analysis shows a rise in the level and duration of unemployment overall, with particular disadvantage for the young (especially teenagers) and the overseas-born (especially those from non-English speaking backgrounds). Geographically, unemployment tends to be concentrated in the centre and the periphery of cities. For migrant teenagers the future prospects seem particularly bleak: nearly one in three of overseas born teenagers is likely to be without a job in 1986.

A complementary overview of labour market programs is provided in Chapter 2, which outlines the development of labour market programs and briefly describes the main labour market and job creation programs and the Participation and Equity Program (PEP). In conclusion, the chapter summarises the findings of the Report of the Committee of Inquiry into Labour Market Programs (Kirby Report: 85/C:91), pointing out the lack of co-ordination and integration between the education and training systems, labour market programs and employment. These two chapters form the background to the particular discussion of the experience of migrant and refugee youth in Chapters 3-6.

To overcome inadequacies in existing data, the Institute gathered much of its detailed information independently through a pilot qualitative field study of migrant youth in selected areas of Sydney and Melbourne and through general surveys in 1983 and 1984. Chapter 3 outlines the methodology of the surveys and then discusses the results of the analysis for particular groups of migrant/refugee youth in terms of movements in the labour force and effects on unemployment; frequency and duration of unemployment; unemployment experience and the factors influencing this. The studies showed considerable variation in the labour market experience of overseas-born youth compared with Australian-born, as well as between different migrant groups. For example, unemployment for Vietnamese-born and for Arabic-speaking youth was about 30 per cent compared with 15 per cent for U.K./Eire and Italian-born youth. Similar differences appeared in terms of schooling; work experience; career counselling; post-secondary education; English language proficiency; job seeking strategies; employment and unemployment experience; use of CES and labour market programs and services. Two categories of need were thus identified:

general needs, common to all, and special needs, particular to overseas-born youth. The special needs may arise from disadvantage of two kinds: inadequacies in English language, vocational or other skills; factors such as gender and age whose influence is due mainly to the attitudes of others (employers, for example) and for which remedies are more difficult.

Chapter 4 looks at migrant experience in relation to the Commonwealth Employment Service (CES). It describes the operation and procedures of the CES and the provision made for migrants and discusses these in relation to the delivery of labour market programs: the filling of vacancies; job creation and course-based programs. It comments that the acute employment disadvantage faced by recent migrants from non-English speaking countries has been compounded by CES procedures, largely because the emphasis in CES procedures is on filling a vacancy or a course place rather than on assessment of individual needs. This approach accentuates the piecemeal, ad hoc and unco-ordinated character of programs and militates against the participation of the most disadvantaged.

In Chapter 5, the report examines the use of programs by migrants and the factors affecting use. It takes five categories of migrants: migrants in general; overseas-born youth in general; migrant youth from English-speaking and non-English speaking backgrounds; young migrants with English language difficulties; recently arrived migrant youth. The analysis of participation covers programs in five broad categories: work experience; trade training; skills training; TAFE based education; community-based programs. In almost all of these programs, the analysis showed that migrants were under-represented and had difficulties of access. Five main factors emerged as influencing migrant participation: CES procedures; program targeting; competing objectives within programs; relevance to the needs of migrant youth; knowledge of programs.

Chapter 6 sets out to examine how far the Commonwealth employment and training programs are meeting the general and specific needs of migrant youth identified in earlier chapters. Its examination of two major employment based programs Special Youth Employment Training Program (SYETP) and CEP, indicates that while these programs are seen as useful by participants, their capacity to increase employability is less evident largely because they lack a clear and effective training component. The effectiveness of the Community Youth Support Scheme (CYSS) is more difficult to estimate because of the diversity of programs and approaches, but the report emphasises the views expressed in the Kirby Report for clearer definition in the role of CYSS and other reforms. The usefulness of many education-based programs is limited by inadequate provision for staff development and inadequate information and provision in career education.

Chapter 7 summarises the conclusions and sets out the recommendations of the review, arguing that the promotion of equity in the labour market should be a primary objective of programs and that assistance should be directed to those in greatest need. As far as possible, programs should be tailored to individual requirements based on assessment of individual needs and offering opportunity in work experience, skills training and formal education. On this basis, and bearing in mind the general and special needs of migrants, the chapter goes on to set out its conclusions and recommendations in the areas of program availability; program suitability; the CES and co-ordination and evaluation.

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SLOAN, Judith and Mark WOODEN 85/C: 150

Manpower Policies for Migrant and Refugee Youth: Some Theoretical Issues (with special emphasis on wage subsidies). Working Paper Series No.65. Paper prepared for the Australian Institute of Multicultural Affairs. Bedford Park, S.A.: National Institute of Labour Studies Inc., Flinders University of S.A., June 1984 [64p.]

The deterioration in the Australian labour market since the mid-1970s has not affected demographic, ethnic or occupational groups equally. Young people (15-25 years) have been particularly affected and, among these, employment has been higher for those born outside Australia; particularly recent arrivals. As a response to high unemployment, government expenditures on manpower and training programs have grown rapidly, three-quarters of these programs being directed to youth. This paper examines some theoretical issues of manpower policies and other issues raised by implementation of manpower policies for migrant and refugee youth.

The first four sections of the paper discuss manpower policies: their definition, objectives, evaluation and targeting. The paper points out that a large number of programs of different types come under the heading of manpower policies (from remedial education to training to work experience to support services); but Australia has no integrated and comprehensive approach to manpower policy. There has also been little analysis of the objectives and operation of programs. The objectives of manpower policies may be three-fold: macro (to promote economic growth); micro (to aid in the adjustment of the labour market to new circumstances; equity (to redistribute unemployment and provide equal opportunity). In Australia, manpower policies have been primarily concerned with the last two objectives, but evaluation of programs has been hampered by lack of clearly defined objectives as well as by other difficulties. To achieve the equity objectives of manpower policies, it is essential that programs be targeted on those groups in society who are considered genuinely disadvantaged in the labour market. Such targeting should also generate lower wage pressures and reduce the chance of 'windfall gains' to the employers.

The following sections of the paper deal with three important types of manpower policy: wage subsidies (types, economics of, firm participation, displacement effects, macro-economics); direct job creation (macro-economics of); training (in-firm and education based). Examination of these in detail indicates that each has advantages and disadvantages. The discussion is summarised in the final section of the paper, which concludes that wage subsidies and direct job creation appear as attractive short-term policy options since they can be implemented rapidly and can provide immediate employment relief to those in need. However, as longer-term or permanent measures, their drawbacks outweigh their advantages. As an example, firms participating in wage subsidy schemes are unlikely to offer long-term job prospects or training to program participants. Training schemes, on the other hand, operate to improve the employability and overcome life-long disadvantages of certain groups in the labour market. They therefore have greater attractions as a long-term permanent measure.

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AUSTRALIA. DEPARTMENT OF IMMIGRATION AND ETHNIC AFFAIRS 85/C: 151

Finding the Handicapped Migrant: Conceptual and Policy Issues. Studies in Adult Migrant Education. Canberra: AGPS, 1984 [74p.]

This report describes an attempt to carry out a research project on physically disabled and handicapped adult migrants born in non-English speaking (NES) countries and now living in metropolitan Melbourne. It describes problems which emerged in the course of the research and which prevented the project, as originally conceived, from being carried out. It suggests guidelines on agency record keeping and household survey methods which are necessary for any future similar project to be completed successfully. The objective of the study was to determine the extent to which the Adult Migrant Education Program was meeting the English Language Learning needs of the physically disabled adult migrant in metropolitan Melbourne, born in non-English speaking countries.

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WISHART, G., K. HANCOCK* and B. HOCKING* 85/C: 152

Work Stations for Mildly Intellectually Disabled Persons. In Australian Disability Review (Disabled Advisory Council of Australia: DACA), Vol. 1, No. 4, 1984 [p.17-22]

This describes a 1981 pilot project, initiated by Telecom Australia in Victoria and conducted with the co-operation of the South Yarra Work Preparation Centre (WPC), to place intellectually disabled persons in jobs with Telecom. Since staff restrictions precluded long-term employment, the places offered were for three months under conditions of work therapy. Close liaison was established between the Telecom co-ordinators of the project and the WPC. Supervisors of the participants were chosen from among Telecom staff volunteers. These procedures are outlined in the article, which then goes on to give brief case studies of the seven persons placed.

Assessment of the project afterwards indicated that it is possible to employ mildly intellectual disabled persons in a range of work. Generally, placements were satisfactory in terms of productivity, attendance, safety and employee satisfaction, and the project was well accepted by other staff. The article identifies some steps which are crucial to the success of such a project, including careful selection of supervisors, thorough and regular follow-up from a vocational counsellor and care in matching trainee with job to be done. The project has been shown to have implications for wider application.

* Equal Employment Opportunity, Human Resources Branch, Telecom Australia Headquarters.

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HALL, Edith M.* 85/C: 153

Identifying Vocation and Training Needs. In Australian Disability Review. Journal of the Disability Advisory Council of Australia (DACA), Vol.1, No.2, 1984 [p.16-19]

This article points out the problems of providing adequate services for disabled persons when such services are funded separately under the Handicapped Persons Assistance Act with its connotations of welfare and charity instead of from public revenue community services. In identifying vocational and training needs for disabled persons, the article argues that the stress should be not on 'the work ethic' and gainful employment, but on 'a lifestyle package with options and opportunities for change'. The components of the package should be the same as for everyone else in the community, with the extra support by way of special grants to service-providing agencies or direct to the disabled person.

Too often the view is taken that disabled people are a cost to the community and any support, a charitable handout. The concept of normalisation recognises that community resources belong to the whole community, including the disabled and disadvantaged. The article goes on to show that many community services such as transport and education are not equally available to disabled persons. A simple test for identifying vocational and training needs could be: that need is identified as being the normal citizen need at the standard community level; that the base point of funds represents what is funded for everyone; that vocation is seen as a lifestyle with opportunities and options; that training is individually designed and supported through average community funds plus special grants; that each has expectations of 'a decent life'.

* Executive Director, Paraplegic and Quadriplegic Association of Victoria.

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BROOKS, Bob* 85/C: 154

Vocational Services for Disabled People. In Australian Disability Review. Journal of the Disability Advisory Council of Australia (DACA), Vol.1, No.2, 1984 [p.33-40]

It is only fairly recently that people with handicaps have been able to move into the general community with specialised education, accommodation, employment and training provided for them. The provision of activity therapy centres (ATC) and sheltered workshops has increased from 85 in 1969 to 413 in 1983. Financial support for both of these activities has declined in the last five years owing to reduced Commonwealth funding and the difficulties experienced by all businesses including workshops. This article discusses some common complaints made of ATCs and workshops, covering such aspects as the non-profit-making character of workshops, differences in wages, the proliferation of organisations, staffing and salaries. Overall, the article argues that there is more happening worthy of praise than of criticism.

* Association of Rehabilitation Facilities Ltd, Sydney, NSW.

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INNES, Graeme* 85/C: 155

Labor and Disability - Tinkering with the System. In Australian Social Welfare Impact, Vol.14, No.3, September 1984 [p.15-16]

This article reviews action taken by the Federal Government in the last eighteen months to meet the needs of disabled persons. It finds considerable inadequacies in such programs as the Assets Test, Attendant Care, Affirmative Action and Handicapped Child Allowance. On the other hand, commendable action has been taken to increase mobility allowances associated with employment and training; to provide more opportunities in the Community Employment Program; to increase pensions and sheltered workshop allowances; to support various organisations with grants-in-aid; to create a Disability Advisory Council of Australia. Overall, the record of the present government stands up well against that of previous governments.

* President, Disabled People's International (Australia).

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ORGANIZATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT (OECD). 85/C: 156
DIRECTING COMMITTEE OF THE CO-OPERATIVE ACTION PROGRAM
ON LOCAL INITIATIVES FOR EMPLOYMENT CREATION (ILE)*

Encouraging Employment Growth through Better Technology in Small Firms. ILE(84)10. Paris, France: OECD, July 1984 [16p.: mimeo]

This discussion paper provides an overview of the role which new technologies can play in encouraging employment growth in local employment initiatives and small firms. The paper begins with an explanation of the new technologies embraced in microelectronics and their applications and notes that they can be used in small firms as well as in large. It goes on in Section II to discuss the role of small firms in the economy, pointing out that small firms have market advantages in flexibility and meeting changing consumer demand. There is evidence that many innovative and energetic small companies are already using technology and expanding their opportunities.

The new technologies, properly used and managed (Section III), can give greater discretion to operators and make jobs more attractive and interesting. Wrongly used they can limit the range of choice and destroy traditional and valued skills. New small businesses need midwives and newly born ones need guardians. These roles can be taken by a variety of institutions (big companies, universities, for example). To succeed, small businesses must have finance, a market and other kinds of support, tailored to their individual needs. The paper identifies and discusses four broad categories of successful small high technology companies: those 'spun off' from large corporations; those set up by academic scientists and engineers to market an invention; those which become suppliers to large companies; those sustained by government schemes.

Decisions being made now will determine whether new technologies reinforce hierarchical decision-making structures or encourage decentralisation; and whether they reinforce or modify geographical and social inequalities. Three factors will be crucial: access to information; education to make people aware of new technologies; specific efforts by governments to ensure equitable dissemination of information to firms and individuals. Awareness and accessibility are the key variants that will decide how widely diffused, how 'democratic', the new systems and power over them will be. These factors and their implications are discussed in Sections VI-VIII.

Summing up, the paper notes the importance of public interest, leadership attitudes and education in shaping the use of technology. Among changes needed are: easier access to information; less secrecy; a more flexible, less academically oriented education system; better training and re-training in new technologies; more graduates and postgraduates in most relevant disciplines; research and development undertaken in conjunction with firms. A further requirement for small businesses is local area networks providing access to technical advice and to product and equipment banks where appropriate.

* See also previous papers 84/C: 48, 59.

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KING, Anthony 85/C: 157

Evaluation of the Employment Initiatives Program: report of the follow-up survey. Institute of Applied Economic and
Social Research (IAESR) for the Victorian Ministry of Employment
and Training. Melbourne, Victoria: Department of Employment and
Industrial Affairs, November 1984 [77p.]

The IAESR's main evaluation of the Victorian Employment Initiatives Program (EIP) was published in March 1984 (84/C:117), but the fieldwork for that study had been completed by November 1983 when many projects under the scheme were still running. The present study is therefore aimed at discovering what happened to the participants after projects closed.

Section 1 reviews the history of the EIP and summarises the results of the main evaluation. It had been realised at an early stage that some kind of follow-up would be necessary, and that a rigorous longitudinal study would require a control group, but unfortunately it proved impossible to set up a control group soon enough. The follow-up study uses the same sample of 90 participants who were interviewed in 1983; further interviews, mainly by telephone, were completed by 81 of the original 90. This represents just under 3 per cent of all participants.

Section 2 of the paper explains in detail how the results were weighted to correct for differences between the sample and the total population of participants. The questionnaire used and the notes for interviewers are given in Appendices A and B. Questions were asked about labour force status and employment activity of participants at the time of the interview, before they took part in a project, and in the interval between leaving the project and the interview. Those in the sample were also asked about their present financial circumstances and how these compared with their circumstances before starting work on an EIP project. Finally they were asked for their own opinions on the usefulness of the program and how it could have been improved. The detailed results of the survey are given in Sections 3, 4 and 5. Section 3 gives details of participants' actual labour market experiences after leaving EIP projects, and the following section analyses how far these experiences can be ascribed to other factors. Section 5 deals with participants' opinions of the EIP.

Most of the results obtained are intuitively reasonable, but some are more surprising. For example the likelihood of subsequent success in the labour market seems to **diminish** with increasing project length; the author suggests that this might to some extent be due to participants leaving projects early to take other jobs, but since only 8 of the 81 did so he feels it cannot be the complete explanation. Another seemingly contradictory result is that those who claimed to have learnt no new skills on an EIP project did better subsequently than those who thought they had. This could be due to a difference in attitude or to the existence of previously acquired skills; as the author comments, it is impossible to say without sophisticated multivariate analysis requiring much larger cell sizes.

The final section summarises the conclusions reached. The main points are that although EIP does seem to have improved participants' job prospects in general, it did not eliminate pre-existing labour market disadvantages; that is, those who entered a project with graver disadvantages than others had less success after EIP than others did. Moreover, EIP helped mainly by providing a period of employment (and in part simply through helping participants establish useful contacts and increasing their self-confidence) and **not** by giving access to formal training of any kind. It is suggested that in order to help those starting with major disadvantages it would be necessary both to concentrate more on such groups, and also to give a much stronger emphasis to formal skills acquisition.

Given that the EIP was small-scale and experimental, it seems to have been remarkably successful; the report cautions that part of the success may be due precisely to the program's small scale, and that a similar degree of success cannot necessarily be expected from a much larger scheme like the Commonwealth Employment Program.

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COLLING, Paul* 85/C: 158

Unemployment: Job Drive - CES. In Australian Social Welfare Impact (Australian Council of Social Welfare), Vol. 14, No. 2, July 1984 [p.3-5]

Communities can effectively reduce the numbers of unemployed in two ways: by shooting them or getting them into jobs. Fortunately, the first is not considered an acceptable solution. The second is being tried in some Sydney communities with the help of the Commonwealth Employment Service (CES) in a series of Job Drives. These attempt to rally the kind of community co-operation and support which are generally in evidence at times of natural disaster such as bushfires. This article describes how the Job Drive works, with the support of the CES, community clubs, local business, churches, politicians and the media. Concerted action has resulted in meeting targets set by CES Job Centres which doubled the number of employment opportunities available during the month of the campaign.

* Commonwealth Department of Employment and Industrial Relations.

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U.K. YOUTHAID and THE NATIONAL YOUTH BUREAU 85/C: 159

Post-YTS Initiatives. A review and recommendations for action.
London, U.K.: Youthaid (9 Poland Street, London WC1V 3DG),
January 1985 [40p.: £6.50]

Most school leavers in the U.K. now face a choice between unemployment and a place in the Youth Training Scheme (YTS). Four out of every ten unemployed people are under 25 years and the rate of unemployment for those under 25 in July 1984 was 21.7 per cent compared with 10.3 per cent for those over 25 years. Such information as is available for YTS trainees indicates that over 100,000 young people will leave the scheme for the dole in 1984. Yet there is no national provision or plan to provide for these young people or to deal with the issue. Such initiatives as have been taken have been mainly local and the result of efforts by a few private, public and voluntary bodies.

Against this background, the National Youth Bureau and Youthaid decided in May 1984 to highlight the issue and to collect information and opinions on the range of areas in which provision was being or could be made. The aim of the six-month study (May-October 1984) was to develop proposals on post-YTS provision to put to government, and to disseminate ideas for action which could be taken by providers, including public, private and voluntary sectors, and others concerned about unemployment among YTS graduates.

The report is written in seven sections, prefaced by the overall summary and conclusions. Section 1 introduces the issues and the study and sets them in context; Section 2 describes the aims and method of the review; Section 3 presents respondents' views on the main issues surrounding post-YTS unemployment and provisions. The problems and issues associated with different types of provision are described in Section 4, which concludes with recommendations to the Government arising from Sections 3 and 4. Sections 5, 6 and 7 describe the range of provision encountered in the study, illustrated by examples, and discuss the issues associated with the different types of provider. Section 5 deals with the public sector, including local authorities, careers services and education and training establishments; Section 6 with provision by private sector employers and Section 7 with the voluntary sector; each section ends with recommendations to the respective providers. A list of individuals in the study's working group is given in Appendix A, and a list of visits made during the review in Appendix B.

The report concludes that the scale of youth unemployment is now such that it is not possible to provide sufficient job opportunities to integrate all young people from YTS into the labour market without a substantial commitment of public expenditure to create - or enable the creation of - new jobs. Any job creation program should include the creation of jobs appropriate and directed to young people. There is a significant amount which could be done locally to co-ordinate and develop appropriate local responses in line with local needs and opportunities. At the same time, there is a need for national policies to encourage and facilitate such action. This is a role for the government, working through its departments and agencies. The provision of funds to enable job creation and expansion of opportunities and the pursuit of policies to encourage those with resources and finance to use them for these ends will facilitate the progression of young people from YTS into jobs.

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GRIERSON, Denham and Newton DADDOW 85/C: 160

You Can Do It. Overcoming youth unemployment. Melbourne, Victoria: Joint Board of Christian Education (177 Collins Street, Melbourne 3000), 1985 [84p.: $8.75 + postage]

The aim of this publication is to offer church groups and local congregations some suggestions on how to respond to youth unemployment. Focusing on Victoria, the eleven chapters of the book take different aspects of need and describe in brief case studies how groups and organisations have responded to particular needs. The book makes the point that, while much is being done already, it is still not enough. A few determined and committed people working with others around them and at the local level can accomplish a great deal. The books seeks to encourage this kind of commitment and action.

The first chapter deals with needs for youth accommodation, outlining how some groups such as the North Richmond Youth Refuge, Fusion (Murrumbeena) and Supportive Housing Accommodation (SHAC) began and what they are trying to do. Dealing with responses to unemployment in rural communities such as Euroa, Warragul and Yarram, Chapter 2 shows how co-operation between schools, local councils, church groups and concerned individuals can help to counteract the isolation and feelings of depression and guilt of many unemployed people. The chapter also mentions some initiatives being undertaken to meet the needs of people in remote areas.

Chapters 3 and 4 show how some specific congregations and some groups of concerned people have managed to initiate a diversity of action in their particular localities. Chapter 5 outlines projects of job creation undertaken by groups such as Conjara (Mission of St James and St John), Maid Marion Enterprises and the Salvation Army, and concludes with discussion of some of the issues arising from short-term job creation and the impact of technology on labour market demand.

The work of traditional church bodies such as the Salvation Army, the Brotherhood of St Laurence and the Inter-church Trade and Industry Mission of Victoria (ITIM) is described in Chapter 6. In Chapter 7, the work of non-traditional communities is described. Such communities are diverse in their intentions, practices and size. Among those described are The House of the Gentle Bunyip, the Dallas Life Centre and Fusion - each of them trying to meet needs in diverse ways.

Chapter 8 is concerned with groups who are looking at underlying issues and long-term social action. Various groups such as Up the River (Uniting Church), An Economic Sharing Proposal (Baptist) and Action for World Development consider and work on questions of social justice and the prevention of injustice and inequality. Chapter 9 illustrates the concern of some groups to involve young people in policy and action and to promote awareness of the need for a comprehensive youth policy. Chapter 10 argues the question why the church must be involved.

The final Chapter 11 sets out a step-by-step plan of action for getting involved in activities and issues. Throughout the book each case study provides a contact name and address, and there is a list of resources (people and reading matter) to complete the book.

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QUEENSLAND. DEPARTMENT OF EMPLOYMENT AND INDUSTRIAL AFFAIRS. EMPLOYMENT PLANNING AND DEVELOPMENT BRANCH 85/C: 161

Youth Employment Program: Information Kit. Brisbane, Qld.: Department of Employment and Industrial Affairs (no date) [collection of papers: mimeo]

In the context of high youth unemployment, the Youth Employment Program has been designed as part of an overall package aimed at expanding employment opportunities, especially for youth, in the private sector. This Information Kit includes:

- Statement by the Minister for Employment and Industrial Affairs, the Honourable Vince P. Lester
- Program Brochure
- List of Projects Funded
- Application Forms for the Youth Employment Program Schemes
  - the Self Employment Venture Scheme
  - the Local Employment Development Scheme
  - the Innovative Employment and Training Scheme.

The Self Employment Venture Scheme provides for a combination loan/grant of up to $4,000 for individuals and up to $6,000 for partnerships to the unemployed to develop their own self employment venture (small business). Among ventures that have been funded are: hairdressing salon, garden refuse collection and handyman service, photographic studio, white water rafting, Chinese import/export agency, landscaping operation.

The Local Employment Development Program provides for a grant up to $2,000 to be made to local or community groups to examine ways of developing employment opportunities in local areas. The sorts of applications funded include: a Local Employment Initiatives Feasibility Report; Developing a Youth Employment Strategy Report (10 pages) from a major (350 page) Youth Unemployment Report; assisting a regional employment development project; assistance in getting local business and community groups together to talk about employment initiatives; a pilot work experience project.

The Innovative Employment and Training Programs Scheme provides for grants of up to $10,000 to local community groups for programs to enhance the employment readiness of unemployed persons. Larger allocations will be considered in appropriate circumstances. These grants are non-renewable and are aimed at supporting a project for up to one year. In certain instances, refunding may be considered. An evaluation is made of each program. Among applications funded are: various cottage industries; Outward Bound Self-confidence Scheme; Self-esteem and Goal-setting Project; 'Bridging the Gap' Job Placement and Advice Service; Richmond Rural Training Scheme; Youth Unemployment Centre, Kingaroy.

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MILLER, Joe 85/C: 162

Whatever Happened to Job Splitting? In Initiatives, Journal of the Centre for Employment Initiatives (140a Gloucester Mansions, Cambridge Circus, London WC2H 8PA, U.K.), Vol.2, No.1, February 1985 [p.3-5]

This article reviews the progress and purposes of the Job Splitting Scheme introduced by the government of the United Kingdom in 1983. Much criticised by the Trade Union Council (TUC), the Equal Opportunities Commission and promoters of worksharing and of improved conditions for part-timers when it was first launched, the scheme was designed to encourage employers to split existing full-time jobs into two part-time jobs and so open up more part-time jobs. It was promoted in terms of its benefits to productivity; reduced labour turnover and absenteeism; its flexibility in modifying the workforce; keeping trained staff or easing out those near to retirement. The critics of the scheme felt that it would do nothing to encourage properly organised job sharing which offers people more flexibility in arranging their working lives, and that it discouraged the adoption of better pay and conditions for the part-time worker.

Some two years later, the scheme has not yet really taken off, with only about 1,000 jobs having been split. Nevertheless, it is to be continued, probably beyond March 1985. The author questions the government's motives in continuing the scheme, suggesting that it is being retained as a vehicle for enabling employers to manipulate the workforce in the most flexible way to suit their needs, regardless of the effect on pay and conditions for the participants.

The article criticises the job-splitting scheme on a number of grounds. Firstly, only registered unemployed people (those claiming unemployment or supplementary benefits) are eligible to participate, justified by the Department of Employment on the basis that the subsidies are intended to be self-financing through savings on benefits. This excludes other groups of unemployed, in particular married women, reinforcing the attitude that married women should not take up available jobs during periods of high unemployment. However, because the unregistered unemployed, including married women, will still take up jobs in the general labour market, the scheme will not significantly affect unemployment levels.

Another criticism of the scheme concerns its provision that the minimum number of hours that can be worked is 30 hours in any two weeks which is less than the 16 hours per week which is required for a worker to enjoy the protection of formal employment rights such as redundancy pay, maternity pay/leave, a minimum notice period and time off for trade union and public duties and for training. Despite the opposition to this aspect of the scheme expressed by many groups including the Equal Opportunity Commission, the government shows no intention of modifying the provision, emphasising the need to give employers maximum flexibility in working out patterns of part-time work. This leads the author to conclude that the scheme is potentially one to test new workforce structures that reduce the bargaining abilities of employees and reduce the rights of part-time workers. A corollary to this is that the government will not tackle the vulnerability of part-time workers because this is seen as an aid to the efficient use of labour.

The essential differences between job sharing and job splitting are described. While both are voluntary arrangements, job sharing assists individual employees in creating the best balance between paid work and other activities; job splitting assists employers to create a more flexible workforce structure which suits their needs. Whereas job sharing includes the provision of employment protection rights and pro-rata pay and benefits for part-time workers, job splitting allows the employer discretion in determining pay and conditions. Job sharing is open to anyone but job splitting requires that at least one of the partners be formally unemployed and eligible for benefits.

A further criticism expressed in the article is the lack of published evaluation material, despite the fact that the scheme has been carefully monitored since its inception. The prospects for the scheme appear to be limited as it seems unlikely that it will effectively contribute to reducing unemployment nor can it be seen as a creative and appropriate response to the realities of the labour market and available workforce.

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MARSLAND, David 85/C: 163

Youth Call: Work to be Done. A debate on youth and service to the community. Kent, U.K.: Youth Call (Social Services Department, Springfield, Maidstone, Kent), September 1984 [28p.: £2 inc. postage]

Widespread opoortunities for community service by young people might make a substantial positive contribution to the problem of youth unemployment as well as offering a practical method of accomplishing important tasks in the community. The concept of voluntary community service by young people has been widely discussed in recent years as its potential has been recognised, but there are practical issues to be considered. The first of these is the question whether sufficient numbers of appropriate opportunities in fact exist. The purpose of this paper is limited: to identify the scale and range of available opportunities in existing structures.

Focusing on three main types of community (a London borough, part of a shire county and a northern industrial city), the study covers three areas of community service: social services, health and education. These are detailed in Chapters 3-5. The overall results are discussed in Chapter 2, which shows that over 6,000 places are available in the three areas and the three services annually. Extrapolation for a nation-wide estimate indicates over 300,000 such opportunities in England and Wales.

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SOUTH AUSTRALIA. EDUCATION DEPARTMENT. 85/C: 164
TRANSITION EDUCATION UNIT

Learning Through Community Involvement. Adelaide, S.A.: Transition Education Unit, Education Department of South Australia, 1984 [37p.]

This is a report on the community projects conducted in 1983 by seven schools in conjunction with the High Schools Program of C.I.T.Y. (Community Involvement Through Youth) which is operated by the S.A. Department of Labour. The High Schools Program is one aspect of the work done by CITY which encourages young, unemployed people to develop and carry out community improvement activities. Linked with the Transition Education Unit of the S.A. Department of Education, the Program is oriented towards Year 11 and 12 students who have attempted or are ready to enter the workforce. It is based on the concept of discrete community service projects operated by students at schools which serve the purpose of developing work and personal skills while providing benefit to the community as a whole. The process is facilitated by a youth worker employed by CITY working in liaison with teaching staff who in turn support the projects. The students themselves choose, plan, budget and implement the projects over a period of one term.

Aims of the project include: providing a viable, alternative method for the development of life and work skills for students in transition; involving students in a learning process which draws them into the wider community; offering students an opportunity to obtain a comprehensive personal/work reference from community and employer groups.

The report describes the historical development of the High Schools Program, the schools concerned in 1983 and the process of establishing the various projects based at each school. An important part of the process was a regular student contact session which provided opportunities for flow of information about the program, comprehensive consideration of ideas for projects and the establishment of project groups and the provision of support and advice as needed.

Evaluation of the program was carried out in a number of ways: teachers and youth workers each kept a journal on progress and developments; teachers were invited to attend an assessment session to review the program; students were invited to attend a debriefing session on the program; continuous evaluation was facilitated by meetings between Education Department personnel at various levels and the CITY Youth Worker. Comments from students and teachers are included in the report.

The report goes on to discuss a number of issues raised by the projects which highlight areas of need for further research and action. These include: the question of accreditation for involvement in community projects; changing the structures of schools and increasing flexibility to accommodate this sort of experiential learning; the role of teachers; legal and insurance aspects; support of school personnel and the role of a community-based person in schools; the funding of community projects; time required for projects; group skills training; documenting the projects.

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SOMMERLAD, E.A., P.L. DAWSON and J.C. ALTMAN 85/C: 165

Rural Land Sharing Communities: An Alternative Economic Model?
Monograph Series No.7, Bureau of Labour Market Research. Canberra:
AGPS, 1985 [221p.]

This is a report on the first phase of a long-term study of rural land-sharing communities. Since this phase was aided by a grant from the Bureau of Labour Market Research, the report concentrates on the question of whether these communities are economically sustainable.

The first part covers the background to the whole project, and begins with the 'policy context'. The present Prime Minister has several times expressed an interest in 'alternative communities' and the hope that they might provide a socially constructive alternative to conventional jobs. The Federal Government is cautiously investigating this possibility, in spite of preliminary opposition from both unions and employers. Meanwhile the NSW Land Commission and the Victorian Ministry of Housing have each produced feasibility studies setting out how governments can assist in the establishment of communities, and thus enable low income earners to obtain access to land and housing at prices they can afford. At the local government level however there is resistance to such ideas, and multiple occupancy is only legal in two NSW shires. The rest of the section deals with the history and traditions of communes, and with sustainable rural resettlement in Australia.

The second part explains the purposes and results of the survey carried out by the authors and their assistants in 1984; it covered twenty communities in New South Wales, and since there is no reliable information about how many communities there are meeting the definitions used, the twenty could not be a random sample and were instead chosen to maximise diversity. The operational definition of rural land-sharing communities was a group of five or more adults, drawn from more than two kin or affinal relationships, and resident on or sharing the use of one piece of land. Three questionnaires were prepared (for individuals, households and communities) and field workers spent about a week at each community supervising the collection of answers. The results of the survey are given under three headings: overview (and more specifically the labour market findings); economic considerations (including expenditure patterns and consumption behaviour, as well as general financial viability); and finally ideological issues (meaning how community members viewed their communities and the outside world and how these views affected their behaviour and their management of the land). It is emphasised throughout that the study was intended as an exploratory and descriptive one; the authors also acknowledge the limitations of a survey capturing one moment of time, rather than the dynamics of the movement, and that this can be particularly serious when so many of the communities studied are still in their establishment phase.

The final section gives the authors' conclusions, and the policy issues raised by the study. They found that while there was a great deal of productive activity, no community was self-sufficient and most land sharers did not regard self-sufficiency as an achievable goal, recognising the need to continue purchasing food and building materials and to pay for transport and communication. Forty-six per cent of the cash income of communities came from various welfare sources, and 42 per cent from employment (full-time or other) in the conventional workforce. Most land-sharers preferred to be independent of the dole, and received it only when there was no part-time employment available locally. There was no evidence that land-sharers were directly contributing to any reduction in unemployment, though there might be indirect impacts on the labour market. The authors point out however, that the critical issues for the Government in the longer term may not be finding solutions to unemployment, but how to cope with high long-term levels of unemployment, and from this perspective land sharing communities have a great deal to offer. In any case, communities serve other useful purposes: they help groups such as single parent families to obtain housing which would otherwise be beyond their reach, and at the same time they provide them with a strong social network. Rural communities also try to implement sound land management practices, and provide natural field sites for the development of innovative agricultural methods. Although one result of their growth may be a shift in unemployment from urban to rural areas (since most members last worked in towns), results can include bringing needed skills to small rural areas, and helping to revitalise such areas economically and socially.

The report closes with recommendations for policy initiatives, and for further research. There are two appendices, the first describing new developments in sustainable rural resettlement, including the proposals made in the NSW and Victorian feasibility studies, and the second setting out concerns expressed by the communities covered by the survey, and resolutions proposed by them. There is also a full bibliography.

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VICTORIA. TASK FORCE ON EMPLOYMENT AND UNEMPLOYMENT. (Chairperson: Dr Bruce Wilson) 85/C: 166

Action for Employment. Final Report of the Task Force. Melbourne, Victoria: Melbourne City Council, November 1983 [113p. + appendices]

This Task Force was set up in 1983 by the Melbourne City Council to prepare recommendations on initiatives which the Council might take to meet the needs of unemployed people and to make a contribution to the long-term expansion of employment opportunities. A summary of the report and a listing of recommendations are presented at the beginning of the report. Four appendices at the end give detailed statistical and other information.

Chapter 1 outlines the background to the establishment of the Task Force and the demographic and employment context of the area served by the Melbourne City Council. The analysis of the data indicates that, unless policies are formulated and action taken, there will be no substantial reduction in unemployment in the area. To increase employment opportunities requires detailed and co-ordinated action by all levels of government and co-operation between management, workers and unions. The Council should take steps to encourage such co-operation and should adopt policies which enable it to identify economic problems and establish an integrated framework of action to develop employment opportunities. The following Chapters 2-3 are concerned with Melbourne City Council employment and the services it provides for unemployed residents, discussing ways in which the Council has made or could make a contribution to increasing employment. Chapter 4 outlines developments in other countries and identifies some general issues within the role of local government, before going on to make proposals and recommendations specific to the Council. Chapter 5 deals with costs and budgets.

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KRAMAR, Robin 85/C: 167

A Review of the Training and Employment Needs of the Young Unemployed in an Inland Provincial Centre (Wagga Wagga, NSW). Wagga Wagga, NSW: Riverina College of Advanced Education (no date) [101p.]

The aim of this study was to identify the employment and training needs of young people in rural areas, with particular attention to young women, and to assess the adequacy of existing labour market programs for these young people. Chapter 1 provides an overview of trends in labour market restructuring, rural labour markets and unemployment and labour market subsidy schemes. Ensuing chapters describe Wagga Wagga, its population, labour market and labour force; the research and its methodology; the young unemployed; employers; the impact of programs on teenagers. The final chapter discusses policy considerations. Appendices provide detailed background information on the study.

Unemployed teenagers in Wagga Wagga are largely confined for employment to the secondary labour market and to sex-typed occupations. Their aspirations are also traditionally sex-stereotyped. Though they all want full-time employment, they are increasingly conscious of the unlikelihood of achieving this. Employers viewed teenagers as unsatisfactory employees. They tended to use government labour market programs in three ways: to regard it as a 'bonus' but not a factor in staff selection; to increase staff levels for the term of the subsidy or longer; to replace other staff by those eligible for a SYETP subsidy (Special Youth Employment Training Program). They were reluctant to increase their intake of apprentices or to employ women in non-traditional areas. The variety of labour market programs reaches comparatively few unemployed teenagers, and they serve largely to entrench the position of 15-19 year olds in the secondary labour market.

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LEWIS, David and Margaret RUTTER 85/C: 168

Education and Employment Initiatives for Nannup. A report of a study funded by the Community Employment Initiatives Unit of the W.A. Department for Employment and Training. Subiaco, W.A.: Rural Youth Movement Council, March 1985 [42p.: $2.00]

This study, based on informal discussion with interested individuals and community groups, has been reported on to provide some 'consumer feedback' for governments about developments in rural Western Australia and to serve as an example or model for other communities. The main sections of this report deal with the geography of the area; employment initiatives; education initiatives; learning needs and learning resources.

The Nannup Shire, with a population of 1100, is situated in the south-west corner of Western Australia and depends largely on the timber industry. There is a lack of employment opportunities for groups such as school leavers, women, small landowners and new settlers. The study collected numbers of proposals for small businesses in crafts, trades and other enterprises, which, if pursued, would need support in marketing, workspace, financial assistance and advice/information/training. The report makes recommendations in these areas.

The education aspects of the study included collection of information on expressed needs for information and advice; for specific courses and for support, both social and financial. The report lists the information and education services presently being supplied by government and non-government organisations. Comparison of the two reveals a lack of congruity between learning needs and resources, much of which is due to difficulties of access to information. Three suggestions are made to remedy this: an increased interest in learning needs; a learning information base and contact person; the promotion of the Learning Centre Concept (learning exchange).

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QUEENSLAND. DEPARTMENT OF EDUCATION 85/C: 169

Rural Community Youth Extension Service. Brisbane, Qld.: Department of Education (no date) [3p.: mimeo]

The Youth Extension Service (YES), a small section of the Department of Education in Queensland, is established to facilitate a broad based education for young adults (15-25 years) in rural communities. YES sets out to encourage and, where necessary, resource community networks that facilitate 'needs based' personal development opportunities for young adults; to facilitate the development of a full range of services for young adults; to encourage greater awareness among parents, employers and community groups; to extend the range of opportunities available.

Youth Extension Officers are based in five areas: Brisbane (Head Office), Atherton, Townsville, Rockhampton and Toowoomba. Their work is a three-stage process: an on-the-ground survey of the rural community and the young adults who live there; analysis of needs; linking appropriate resources to needs. In each community, YES attempts to build up a network of co-operation, the support of which encourages young people to develop themselves and their capacities and to become self-confident and self-reliant.

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NEWHOUSE, Marc 85/C: 170

Emergency/Crisis Youth Accommodation and Interim Medium Term Housing in Port Hedland. In Network Worker. Perth, W.A.: Department for Youth, Sport and Recreation, March 1985 [3p.]

Emergency youth accommodation programs which are not provided with subsequent long-term accommodation create for young people a 'revolving door'. Under pressure to leave the emergency accommodation within a limited time, young people then find themselves facing the same kinds of problems which took them to emergency accommodation in the first place. This was the issue which became evident at Port Hedland, arising from the lack of accommodation available for young people, biased attitudes of house-owners towards young people and problems for the young people themselves in adjusting to group living.

In Port Hedland, the solution to the problem is being developed by providing some emergency/crisis accommodation and some interim medium term accommodation to follow. Young people in the short-term emergency accommodation (defined as 'supported accommodation') will be offered support in personal and financial counselling and the development of living skills, and will be assisted by youth workers to achieve independent living. Interim medium term housing will then be available for them, together with assistance in finding employment and, later, adequate housing.

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AUSTRALIA. COMMONWEALTH DEPARTMENT OF COMMUNITY SERVICES. 85/C: 171
SUPPORTED ACCOMMODATION ASSISTANCE BRANCH

- Supported Accommodation Assistance Program (SAAP). Canberra: Program Review Section, Supported Accommodation Assistance Branch, Department of Community Services, April 1985 [2p.]

- Guidelines (Draft) (as above) [8p.]

This information paper describes the Supported Accommodation Assistance Program (SAAP) with particular reference to the youth aspects of the program. SAAP, which was jointly established by the Commonwealth, the States and the Northern Territory, commenced in January 1985 and subsumes other programs which previously provided supported accommodation. These included the Homeless Persons Assistance Program, the Women's Emergency Services Program, the Youth Services Scheme and related aspects of the Children's Service Program.

The aim of SAAP is the provision of a range of supported accommodation and related support services to assist men, women, young people and their dependants, who are either permanently or temporarily homeless as a result of crisis, and who need such assistance to move towards independent living where possible and appropriate. SAAP comprises three sub-programs, youth, women and general, which are so categorised in recognition of the different needs they address.

The Youth Supported Accommodation Program (YSAP) is designed to provide supported accommodation and related support services to young people aged 12-25 including their dependants. Services for young women are also eligible for funding under the Women's Emergency Services Program (WESP) of SAAP. Support services which may be funded under the program include: accommodation in refuges, hostels, half-way houses, etc. for short, medium or longer term stays; counselling, advocacy, information and referral services; drop-in/day centres; meals services; child care and follow-up work with clients. The guidelines for the SAAP program provide that services should: be sensitive to the problems of homelessness, domestic violence and personal crisis; actively work to enhance the status, dignity and self-esteem of those who seek assistance, and encourage self-help in a way which recognises the individualism of clients and their needs.

There are approximately 162 youth services funded by the Commonwealth under YSAP throughout Australia. The States and Northern Territory are required also to provide funds for SAAP services in their State/Territory according to a formula specified in the Commonwealth/State agreement on SAAP.

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AUSTRALIAN YOUTH FOUNDATION (INTERIM BOARD) 85/C: 172

Australian Youth Foundation Charter: Objectives and Responsibilities.
Melbourne, Victoria: Australian Youth Foundation Interim Board
(P.O. Box 108, St Kilda South 3182), February 1985 [5p.]

This Charter and Summary of Objectives and Responsibilities describes the aims and functions of the Australian Youth Foundation. The Foundation aims to improve the lifestyle of young Australians by supporting projects and initiatives being undertaken by and for young people, irrespective of ethnic background, sex or physical disability. It aims to do this by raising funds from the Australian community for youth projects and by being available to young people, government and members of the community to consult and discuss youth activity in areas of relevance to the Charter and the objectives of the Foundation.

The Interim Board of the Foundation is serviced by the Youth Affairs Council of Australia (YACA). A supporting document, Key Features of the Foundation, provides background to the development of the Foundation and its policy decisions to date, including procedures for the allocation of grants. More information on funding procedures is given in the leaflet, Distribution of Grants, which outlines the four basic categories: Innovations Grants, Research Grants, Specific Purpose Grants and Basic Infrastructure Grants.

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WILKINSON, P.R.* and Anthony KELLY* 85/C: 173

The Politics of Consulting Youth - Techniques in Search of a Purpose. A research project commissioned by the Office of Youth Affairs (OYA). Canberra: OYA, Department of Prime Minister and Cabinet, 1985 [91p.]

This study was commissioned to examine the concepts of and differing perspectives on consultation. It has been designed to assist public consultation with youth by national and State governments but could be adapted for use also by local government. The paper begins with a Users' Guide, intended to help different groups to select from and use parts of the report appropriate to their needs.

The following four chapters discuss the process of consultation, dividing it into four broad categories. Each chapter is in turn structured with headings and sub-headings, the latter covering aspects in detail. Chapter II, Analysis of Consultation - Options, sets out six questions for consideration by those entering the consultation process: For whom? Who? (participants); Why? (options and purpose); Whose, When and Where? (structure); What? (issues); How? (process). Chapter III, Synthesis of Consultation - A Continuum of Options, presents a model of decision-making information and power as a continuum ranging from information/power centre to groups on the fringes. Often, however, issues require the involvement of more than one centre of information/power and more than one group. The chapter goes on to discuss aspects of synthesis in consultation, covering synthesis of value options, of participant/population, of structures, of issues and outcomes, of the processes of consultation.

Chapter IV, The Hidden Political Agenda of Youth Consultation, sets out to clarify the political nature of choosing models of consultation and offers a checklist which will help identify contradictory and competing elements. The chapter discusses the complexity of political consultation; the fact that it involves ideological controversy, that it has contestants and therefore winners and losers; benefits and/or losses; unequal power relationships; the question of whose issues are chosen for consultation; political processes which may reduce the effectiveness of consultation.

Other barriers to effective consultation are the concern of the next Chapter, A Government Department in Consultation with Youth: Participants, Structures and Content. The chapter outlines some of the basic questions to be asked by a consulting body. Among such issues are: the role of a government department responsible for youth affairs; the role of a peak youth council network; the role of youth organisations and workers; the role of youth. Making up the context of consultation are: the wider society, a national youth policy, a national youth consultation policy. Above all, clear government commitments are needed.

* Social Planning Unit, Department of Social Work, University of Queensland.

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SECTION 85/D

PROGRAM MATERIALS

85/D: 1 - 16

VICTORIA. VICTORIA COLLEGE 85/D: 1

The People of Australia. A National Curriculum Materials Project on Population (for the Department of Immigration and Ethnic Affairs). Melbourne, Victoria: The Centre for Studies in the Curriculum, Victoria College (Rusden Campus) and the Educational Technology Department, Victoria College (Toorak Campus), 1985(?)

As part of its responsibility for promoting greater awareness and understanding of population trends and their implications, the Department of Immigration and Ethnic Affairs is sponsoring the production of a kit of curriculum materials in population, suitable for use in secondary schools. The aims are to: increase awareness of population issues and the inter-relationships between population and the economy, society, environment and quality of life; foster understanding between different ethnic groups; provide a source of information to teachers and students; and offer a perspective on Australia's population and its history in an international context.

The kit, which is being developed by a Project Team from Victoria College, Melbourne, is due to be completed to the prototype stage by the end of 1985. It will comprise three main parts: demography, population change and the issues and implications involved in population change, a demographic history of Australia, together with a look at some possible futures. The kit will consist of: print materials (activities resource booklets, teachers' guides), non-print materials (video, slides, overhead projector transparencies, computer software); an annotated bibliography covering materials already available. A poster giving information on 'Selected Characteristics of the Population of Australia' has been produced and further information is obtainable from Gillian Milne (Project Officer), Rusden Campus, 662 Blackburn Road, Clayton, 3168.

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MANNISON, Mary 85/D: 2

Directory of Australian Family Studies Films and Videos. Melbourne, Victoria: Family Studies Education Exchange, Institute of Family Studies (766 Elizabeth Street, Melbourne 3000), 1984 [38p.]

This 'working kit' of Australian film/video materials is in two parts: a subject index and an alphabetical listing of titles, each of which is briefly annotated. Subjects covered include Adolescence, Alternative Lifestyle, Disabled, Education, Ethnic Groups, Migrants, Child Development, Peer Groups and others relevant to young people.

The Directory forms part of the Family Studies Education Exchange which was established in 1984 to facilitate the exchange and distribution of teaching ideas and resources concerning family studies.

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NSW. DEPARTMENT OF HEALTH. EDUCATION SERVICES, NORTH COAST REGION 85/D: 3

What About Me? (Videotape) Lismore, NSW: Education Services, North Coast Region, NSW Department of Health (31 Uralba Street, Lismore 2480)

This 30-minute videotape was produced by a group of unemployed young women assisted by 'Women in Education' project officers and the media unit of the NSW Department of Health. It provides an insight into what it's like to be young, female and jobless in Lismore on the far North Coast of New South Wales, a regional centre which has one of highest levels of unemployment in the State.

The video is a follow-up to the book What About Me? produced by the Lismore Women in Education Group in August 1983. The group who produced the video spent 3 months interviewing their friends, parents, school principals, careers advisors, local aldermen, business people and others as part of a community-based transition education project for girls. The video focuses on interviews and group experiences which allow an examination of the effects of unemployment on country girls and community and school attitudes towards their situation.

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VICTORIA. VOCATIONAL ORIENTATION CENTRE (VOC) 85/D: 4

That's One of My Talents ... A Study of Non-traditional Work and Occupations. Melbourne, Victoria: Vocational Orientation Centre, 1984 [15-page discussion kit based on colour videotape of the same name]

The aim of these curriculum materials is to stimulate discussion about non-traditional work (and foster further attempts to find and develop alternative ways of working). The first section of the discussion kit focuses on the question 'What's a Non-Traditional Job?' and deals with the definition of traditional and non-traditional jobs. The second section 'Why do People want Non-traditional Jobs?' deals with the advantages and the dangers of non-traditional work, under the sub-headings of survival, satisfaction, self-employment and social change. Within this basic structure, group leaders have a number of options in dealing with the topic.

The discussion kit is available from the Vocational Orientation Centre and the videotape from Environment Audio-Visuals (P.O. Box 311, Castlemaine, Victoria 3450).

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N.S.W. DEPARTMENT OF INDUSTRIAL RELATIONS. 85/D: 5
CAREERS RESEARCH SECTION

Job Kit. Sydney, NSW: Careers Research Section, Vocational Services Branch, Human Resources Division, NSW Department of Industrial Relations, 1984(?) [16p.]

This booklet is intended to help young people at the point of actually applying for a job. It covers such aspects as finding vacancies, responding to job advertisements, making phone and written applications, preparing a resumé, obtaining references, and handling an interview.

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AUSTRALIA. NATIONAL COMMITTEE ON DISCRIMINATION IN EMPLOYMENT AND OCCUPATION 85/D: 6

Getting the Most out of Work. A Guide for Young People Starting Work. Canberra: National Committee on Discrimination in Employment and Occupation, Attorney-General's Department (published by AGPS), 1985 [22p.]

This publication, produced for International Youth Year, covers a wide range of topics of concern to young people starting work. The information is presented in a colourful, easy-to-read format, illustrated by informal sketches.

The topics covered include: the workplace; relationships with and expectations of your employer; working with others; working conditions; union membership; wages and deductions; who to contact for help and advice; and planning for the future. A brief glossary of terms relating to employment is also included, together with a list of organisations which can provide more detailed information on particular topics.

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SOUTH AUSTRALIA. DEPARTMENT OF LABOUR 85/D: 7

Where Do I Stand? A guide to your rights at work. Adelaide, S.A.: Youth Bureau, S.A. Department of Labour, 1985(?) [leaflet]

This leaflet is intended to inform young people about the possible forms of exploitation they may encounter at work and the avenues of legal protection available to them. It covers such topics as: non-payment or under-payment of wages; unpaid 'trial' or probation periods; apprenticeship promises; door-to-door selling; sexual harassment. Contact addresses and telephone numbers for enquiries related to each of the areas are given at the back of the leaflet.

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WESTERN AUSTRALIA. CONFEDERATION OF W.A. INDUSTRY 85/D: 8

Educational Resources Directory. Perth, W.A.: Confederation of W.A. Industry (P.O. Box 6209, Perth 6000), September 1984 [170p.]

Produced by the Confederation of W.A. Industry with funding assistance from the Participation and Equity Program, this 1984 issue of the Educational Resources Directory provides an up-to-date, indexed and cross-referenced list of members of the Confederation and other organisations who have indicated their willingness to participate in some aspects of education. Data for the directory were obtained from surveys conducted by the Confederation in mid-1983 and mid-1984.

Resources offered by the companies and organisations include: information and visits, incorporating the provision of printed, visual and audio-visual materials; provision of people to address students or participate in discussions, project work, career advice sessions and other areas; participation in work experience programs for students, visit programs for teachers, vacation employment and other joint industry-school programs.

Copies of the directory have been provided to all secondary schools, TAFE colleges and other educational institutions as part of a continuing relationship between schools and the industrial and business sectors of the community.

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NSW. YOUTHLINE 85/D: 9

Youth Workers Information Kit. Newcastle, NSW: Youthline (PO Box 646, Newcastle 2300), May 1985 [collection of papers]

This collection of papers gives detailed information on organisations and agencies in the Newcastle area and on the activities they conduct in which young people can become involved.

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NEW SOUTH WALES. WOMEN'S ADVISORY COUNCIL 85/D: 10

Part-time and Casual Work. Sydney, NSW: New South Wales Women's Advisory Council, July 1982 (reprinted February 1984) [20p.:pamphlet]

This publication describes the advantages and disadvantages of part-time work. It is aimed at women who comprise four-fifths of all part-time and casual employees in Australia. The formal definitions of casual, part-time, permanent part-time, temporary and job-sharing forms of employment are described. Background information is provided on the development of part-time work and the status and benefits/disadvantages of being a part-time employee as compared with being full-time. The pamphlet also looks at trade unions, awards and conditions of service affecting part-time workers. Also included is a reading list for those seeking further information on the subject of part-time employment.

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QUEENSLAND. DEPARTMENT OF EDUCATION 85/D: 11

Employee Assistance Service. Information kit on the employee counselling and referral service offered by the Queensland Department of Education. Brisbane, Qld.: Department of Education, 1984 [pamphlet, supervisor's manual, information sheets and 2 posters]

This kit consists of a number of materials relating to the Employee Assistance Service (E.A.S.) available to staff in the Queensland Department of Education. The supervisor's manual outlines the principles and procedures of the E.A.S. and provides guidance on how to respond to particular situations in staff relations. The E.A.S. pamphlet includes information about the service for all employees, listing contact addresses and telephone numbers for the E.A.S. staff. The two posters, which are intended for display on notice boards, advertise the service and facilities available. There are also two information sheets, one describing a suggested awareness program for staff to give them information about the service and answer questions, and one listing signs of stress, to assist supervisors and others to identify stress-related problems at an early stage.

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QUEENSLAND. YOUTH ADVOCACY CENTRE 85/D: 12

You, the Law and the Courts. Brisbane, Qld.: Youth Advocacy Centre (G.P.O. Box 2364, Brisbane 4001) (undated) [8p.: mimeo]

This document provides information for young people on their rights and responsibilities in dealings with police officers, lawyers and the courts. It is intended to clarify the standard procedures used and provide advice and guidance to any young person who is involved with the law for any reason. Written in simple, direct English, the document covers such aspects as questioning of children (i.e. those under 17) by police, including details of whether one is required by law to answer any of the questions asked and a description of some of the procedures which may be carried out by the police. Information is also given on what to do if arrested and what one's rights are if arrested. Relationships with lawyers are discussed and advice included on preparing for an appearance in court. The court system is described together with the court procedures relating to charges affecting persons under 17. While it is unlikely that most young people will be able to follow exactly what happens in court, it is suggested that it is wise to ensure that one has a lawyer to help one in court and to explain what is happening as decisions made in court can be very important to a young person's subsequent life.

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QUEENSLAND YOUTH ADVOCACY CENTRE 85/D: 13

The Children's Court. Brisbane, Queensland: Youth Advocacy Centre (G.P.O. Box 2364, Brisbane 4001), 1985(?) [leaflet]

This leaflet provides information on the Children's Court and its procedures for under 17 year olds who may be required to attend the court for various reasons. It is intended to give young people attending the court for the first time an idea of what to expect. A diagram of the standard court layout is provided, showing who sits where and what their various responsibilities are. Children go to court for two reasons: because they are charged with an offence or because they are the subject of an application (for either care and protection or care and control). All young people are advised to get legal advice before going to court. The leaflet provides guidance on obtaining legal representation and the rights available to young people and their families/guardians.

A description of possible outcomes of court cases is given, together with full definitions of the legal terminology used, e.g. supervision, care and control, remanded, admonished and discharged.

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NSW. THE WOMEN'S LEGAL RESOURCES CENTRE 85/D: 14

Girls and the Law. Sydney, NSW: The Women's Legal Resources Centre
(9 Carroll Street, Lidcombe 2141), June 1984 [56p. booklet]

This booklet was put together to give young women in New South Wales, especially those under 18, an idea of the main laws that affect their lives. Discussions held by the authors with girls aged between 13 and 17 years showed that they had little knowledge about or access to information about their rights. This booklet aims to provide basic information about places to seek help. Topics covered under general legal information include: how the legal system works; children's legal services; hints on dealing with the police; child welfare law and complaints under this law; custody information. In addition, information is provided on personal and family legal aspects such as the age of consent; contraception; getting married; pregnancy; abortion; having a baby; adoption; violence in the family; police and court involvement in domestic violence; sexual assault; incest. For those interested in living away from the family home, information is given on your rights concerning leaving home at different ages; claiming the dole; renting a house; other accommodation such as boarding houses and refuges or squatting in unoccupied premises. The final section on work related topics covers: rights as an employee; awards; entitlements; conditions of service; workers compensation; unions; discrimination and sexual harassment at work. A list of addresses of youth and women's refuges, legal centres and sexual assault centres is also given.

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NSW. REDFERN LEGAL CENTRE IN CONJUNCTION WITH 85/D: 15
MARRICKVILLE CHILDREN'S LEGAL CENTRE

Streetwize Comics. No.1. The Kids Legal Comics Project. Redfern,
NSW: Redfern Legal Centre (73 Pitt Street, Redfern 2016) in
conjunction with Marrickville Children's Legal Centre, October
1984 [24p. comic]

This is the first issue of Streetwize Comics which provides legal information and advice in comic form which is more entertaining and appealing than straightforward factual information. Aimed at young people, it presents examples of situations in which young people may come into contact with the law and describes a young person's legal rights and options in these situations. The legal information in the comics relates to NSW only and interstate readers are advised to check with local legal advice centres on the relevant laws in that State. Copies of the comic are available free from Youth Refuges, CYSS schemes and selected Youth Centres throughout NSW. They can also be bought from the Redfern Legal Centre.

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QUEENSLAND. DEPARTMENT OF EDUCATION. ALCOHOL AND DRUG PROGRAMS UNIT AND PRODUCTION AND PUBLISHING SERVICES 85/D: 16

Best of Friends. Drug Education Video. Brisbane, Qld.: Alcohol and Drug Programs Unit and Production and Publishing Services, Department of Education, Queensland, May 1984 [24-minute colour video-cassette, 28-page teaching guide, pamphlet on Cannabis and the Law, audio-cassette of the video soundtrack]

Best of Friends is aimed at helping senior high school students analyse the pressures leading to drug use and abuse in Australian society, and to become aware of the patterns of drug use in their own community.

A teaching guide (FG12) accompanies the video and provides a wide range of learning strategies to help students develop the personal and social skills needed to cope effectively with the pressures of a drug-using society. Strategies referred to include class and small group discussion techniques; researching and trialling relevant and viable alternatives to drug use; developing communication skills; assertiveness techniques. The video itself suggests various content-areas for study or discussion such as the pressures and patterns of legal and illegal drug use in Australia; the physiological and psychological effects of commonly available drugs; drug interactions; the legal and social implications of both legal and illegal drug use.

Included with the teaching guide is a pamphlet on cannabis and the law in Australia (PA11). It deals with the various Federal, State and Territory Acts and Ordinances affecting the use of cannabis in Australia.

An audio-cassette recording of the music from the video soundtrack is also included in the kit. Lyrics for the songs are printed in the Teaching Guide and provide a basis for discussion of specific topics and themes related to drugs.

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